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ABSTRACT

To aid the effort to shift management decisions to the classroom level, suggestions for realigning management structures where the classroom is the first consideration are offered. The text is intended for senior administrators, "educationalists" teachers, and headteachers (principals). It has two main purposes: to act as a reference book and as a training manual. The manual suggests that in order for decisions to come from schools, teachers must be actively involved in management initiatives, and that an adequate management structure must exist at the school level to support this process. As one proceeds up the educational management ladder, decision-making should be less concerned with day-to-day practical issues and more with establishing, monitoring, and evaluating policy, practices, and procedures. The manual contains the following sections: (1) "Principles of Teacher Management"; (2) "Local Control of the Education Service"; (3) "The Role of the District Education Officer"; (4) "The Role of the Center"; and (5) "Other Matters of Consequence." (RJM)

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ED 420 095

Quality in Basic Education

Better Educational Management

Turning the Tables on Teacher Management

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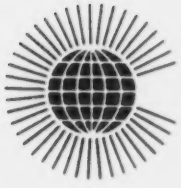
Better Educational Management

Turning the Tables on Teacher Management

IAN G HALLIDAY



Commonwealth Secretariat

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Preface

The *Better Schools* series produced by the Commonwealth Secretariat was aimed primarily at headteachers and teachers in schools.

This book, as part of the companion series, *Better Educational Management*, is directed at senior administrators and educationalists in Ministries of Education and Teaching Service Commissions and those officers deployed in Regions and Districts. Hopefully, it will also be of use to teachers and headteachers.

It has two main purposes – to act as a reference book and a training manual. Diligent educationalists may find other ways in which the contents will stimulate innovative developments in educational management and administration at local level.

Ian G Halliday

8 August 1995

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The input of all who commented was greatly appreciated and, without doubt, their contribution made *Turning the Tables on Teacher Management* much more relevant to the African scene. Thank you all.

Glossary of Terms

As this manual may be used by readers from different parts of the Commonwealth a glossary of terms used within its pages should prove helpful.

The Centre The headquarters of the Ministry of Education and/or the Teaching Service Commission.

Decentralisation The moving of the administrative apparatus of a centralised state system from headquarters to a local area.

District Education Officer The most senior Education Officer in a geographical area who has overall responsibility for the delivery of the education service in the locality.

Headteacher The teacher who has been appointed to assume the management responsibility for an educational establishment. This may be a pre-school unit, a primary or secondary school or a tertiary college.

The Permanent Secretary The most senior Executive Officer in the Ministry of Education. This officer bears responsibility for all aspects of the provision of education in a country.

Promoted Post A position of responsibility within a school, for example, Deputy Head or Head of Department. In many countries such posts carry an additional payment to mark the further responsibilities borne by the holder over and above those of an ordinary teacher.

Public Service Commission A body of Commissioners appointed by the Head of Government to handle all personnel functions relating to civil servants including, in many countries, teachers.

Teacher Management The management process which encompasses the personnel functions relating to the appointment of teachers, their deployment, confirmation, appraisal and personal development, promotion, discipline and all other matters affecting their teaching service. This will normally include responsibility for the preparation of information relating to the payment of salaries and allowances.

Teacher Records Files containing a historical collection of information, mainly objective in nature. The record normally includes detailed personal information about the teacher including name and title, date of birth, sex, marital status, academic and training certificates, salary and allowance payments, appointments held and other authentic legal evidence. The file may also contain some subjective reports (for example, information about suitability for promotion).

Teaching Service Commission A body of Commissioners appointed by the Head of Government to handle all or some of the personnel issues related to teachers.

Introduction

Existing structures

In many countries 'Teacher Management' is viewed as one of the direct responsibilities of a national body such as the Ministry of Education, the Teaching Service Commission or other governmental organisation. This body not only produces, frequently without consultation, the many policies, conditions of service, training regulations and the like as an integral part of its teacher management responsibilities but, at the same time, attempts to handle all the day-to-day issues which arise from schools and their teachers. As a result, the Ministry of Education and/or the Teaching Service Commission are swamped by correspondence from school staff and have neither the administrative personnel nor the time to offer early replies to correspondence received.

Local circumstances are seldom allowed for when decisions are made. Where they are taken into account long delays are inherent in the system as the correspondence snakes its way up through the various layers of management to the top where most decisions, however trivial, are made.

The teacher management unit, then, appears to staff in schools not as the source of cohesive personnel policies for the teaching cadre but, due to its remoteness from the teachers it serves, as an authoritarian bureaucracy.

Why 'Turn the Tables?'

All who work in the field of education know full well that management arrangements are, normally, based on the traditional structure of an all-embracing, all-powerful Ministry of Education set, often precariously, at the top of a bureaucratic pyramid. The more senior the post held the higher in the pyramid one is based. Yet the real educational powerhouse is the classroom with its pupils and their teacher. And where is this to be found? At the very base of the pyramid, far from where many decisions affecting both teachers and pupils alike are made!

There is a strong argument which suggests that, if quality in education is to be achieved, major management decisions should be taken at as local a level as is practically possible. Management structures should be designed, therefore, on the basis of an inverted pyramid with the classroom at the top and the Ministry of Education as the foundation supporting all that happens at school level. This is the principle on which this manual is based – hence the title *Turning the Tables on Teacher Management*.

Decentralisation and delegation

There is, presently, great debate throughout Africa about devolving authority to the provinces for the operation of the education service and in some countries steps have been initiated to provide a decentralised structure. Regional and/or District Education Officers have been appointed with the aim of encouraging more local control. However, while these officers have been told of their role, formal schemes of delegation, expressed in writing, seldom exist. As a result, these officers are unsure of their powers and, partly by tradition and partly by culture, refer many problems, which should be dealt with at local level, higher up the system.

In effect, attempts have been made in many countries to adapt the former colonial system to meet the needs of a rapidly developing education service. With unprecedented growth in teacher numbers, frequently ten-fold in a period of about twenty years, the structure of many Ministries of Education has not had a thorough management review to ensure that it is in a position to provide the essential support role needed by its many teachers.

Where reviews have taken place these have frequently permitted modest increases in administrative staff at headquarters and a token presence at regional and/or district level. Shortage of transport, poor communication systems and lack of properly qualified staff are often quoted as being the reasons why local control is impossible. Yet, with Ministries of Education situated many miles from the vast majority of schools it is all the more important that decisions be taken at as local a level as possible.

Teacher motivation

Since the Jontiem Conference in 1990 it is accepted that the first priority of the education service is to provide basic education of the highest quality. Pupils must be encouraged to develop learning skills – skills which can only be inculcated by having a well-trained and dedicated teaching force, with teachers who are not distracted from their responsibility to their pupils by worrying about salary matters, about pedagogical support, about the lack of teaching materials, books and the like. To overcome all the day-to-day problems they face teachers must be self-motivated and confident that the help of their headteacher is always available.

As indicated earlier, active participation by teachers in management initiatives, both locally and nationally, can greatly improve motivation. Where this is underpinned by a sympathetic management style commitment to the education service will be enhanced.

It is essential, therefore, that an adequate management structure exists at school level, supplemented by good supervision and advice by the District Education Officer and his/her staff.

As one proceeds up the educational management ladder decision-making should be less concerned with day-to-day practical issues and more with establishing, monitoring and evaluating policy, practices and procedures.

A new approach to teacher management

All too frequently reviews of practices and procedures, together with the necessary management changes, are 'top-down' in nature. Changes at the top are considered first and then decisions are taken on any consequential modifications at regional and district level.

In contrast, this manual turns the tables on the traditional approach to the management structure of the education service – hence its title.

Introductory Activity

Not all improvements to teacher management and support require additional finance or an initiative by the Permanent Secretary.

(1) Accepting this principle:
- what steps do you believe could be taken in the immediate future in your country to improve standards in management and administration?
- what could you do, in your present post, to improve the effectiveness of your department or school?
- what steps could be taken, through informal collaboration with your colleagues, to improve teacher morale?

(2) What spheres of management could be delegated to headteachers, District Education Officers and other local officials to make the system more efficient?

Principles of Teacher Management

A

Primary Education in Africa is in crisis. Rapid enrolment growth and economic decline have badly damaged the quality of schooling...

... To date, governments have sought solutions to the crisis in educational quality through education policy reform and the investments in centralised national programs that will support that reform. This approach is doomed to failure as long as governments do not recognise that each school is a largely self-contained, autonomous social system, and that, within schools, individual classrooms further insulate the learning process from outside influences.

Ward Heneveld, *Research into Practice: Guidelines for Planning and Monitoring the Quality of Primary Education in Sub-Saharan Africa*, World Bank, Jan 1993, Washington

There is no doubt that as an education system develops the concept of central control, particularly the elements relating to teacher management, becomes increasingly tenuous and fragile. Experience in many African countries will testify to that.

Steps are being taken in a number of Ministries of Education to examine alternative approaches. Experience has shown that minor adaptations to existing systems provide little, if any, long term benefits. To ensure effective, quality classroom education it is necessary to make a fundamental reorganisation of education management structures, offering local control by empowering headteachers and/or school boards with much greater responsibility than was ever envisaged in the past.

This manual establishes the management principles on which such fundamental changes in practice should be based. Thereafter, the component administrative structures are examined in turn, starting with the school.

1 Local Control – To Be or Not to Be?

To be, or not to be: that is the question:
Whether it is nobler in the mind to suffer
the slings and arrows of outrageous fortune,
or to take arms against a sea of troubles,
and, by opposing, end them

William Shakespeare, *Hamlet, Prince of Denmark*

Resource priorities

As their education system matures senior educational administrators in many former colonial countries find that the management system they inherited can no longer cope with the demands made upon it. Like Hamlet they find difficulty in deciding whether to continue with a system which is attacked on all sides or to look for a fresh solution, whatever the difficulties this may present, in the hope that these endemic problems may be overcome.

The resources available to the education service fall into three categories – human, financial and material. The human resource, the teacher, is the most important of these because the effective use of the other two depends on the skill and the performance of teachers within the education system. How they use their time, the financial resources provided, the school building and its environs, and the textbooks and equipment made available, are crucial in determining the eventual quality of the education provided.

In industrialised countries about 50 per cent of the education budget is allocated to teacher salaries, the other half to equipment and supplies, property and services. In Africa and other non-industrialised countries it is not uncommon to find that 90 per cent or more of already limited education budgets is used for teachers' salaries and allowances.

Whatever the country, human resources are the most difficult to obtain, the most expensive to maintain and the hardest to retain.

Consequently, effective personnel (or teacher) management is essential if the professionalism of teachers is to be stimulated, their performance enhanced and their motivation improved.

As the size of the education system grows the complexity of management and administration becomes more and more cumbersome and, in many cases, inefficient. As a result, the trend in most countries is to look for ways to devolve much of the day-to-day activities to other agencies, leaving major education policy-making, setting and monitoring standards and financial control at the centre.

Activity 1.1

In the table which follows, mark with an * the body or 'level' which, at present, has the responsibility in your country for the following teacher management tasks. (More than one level of management may have a role)
From your answers where does the balance of responsibility lie?

	Ministry of Education	T.S.C.	Region	District	Local level
Appointment					
Deployment					
Salary calculation					
Salary payment					
Budgetary control					
Confirmation					
Transfer					
Inspection reporting					
Appraisal approval					
Promotion					
Disciplinary action					

Devolution

In certain countries, responsibility for all matters relating to the employment and deployment of teachers, together with a range of other educational responsibilities, is devolved, through legislation, to local government. In some countries, non-governmental agencies, such as school proprietors or even schools themselves, are empowered to be responsible for teacher management. In both forms of devolution government normally makes an annual revenue grant to meet all or part of the costs they believe to be appropriate.

The powers granted are normally prescribed by regulation and are accompanied by policy statements which cover a range of topics such as a national curriculum, staffing standards for schools and other relevant instructions. By this approach national government can control, within defined limits, the minimum level of service which must be provided.

Activity 1.2

(1) What educational services, if any, in your own country have been devolved by central government to local bodies?
(2) Which of these are controlled by elected bodies?
(3) Which are controlled by groups appointed by central government?

Decentralisation

In situations where government wishes to maintain direct control of the whole or greater part of the education system, certain teacher-management responsibilities may be decentralised rather than devolved. In this management arrangement education department offices are established in regions and/or districts with a senior official in charge – the Regional or District Education Officer. These officers, responsible to the Permanent Secretary in the Ministry of Education, have defined powers set out in a formal scheme of delegation.

While there is no reason why the greater part of the 'schools' budget (including teachers' salaries) should not be included in the formal scheme of delegation to D.E.O.s as it is in the western world, this is not common in developing countries.

Activity 1.3

List the responsibilities formally delegated by the Ministry of Education and/or the Teaching Service Commission in your country to:
– regions
– districts
– school boards (or equivalent)
– headteachers.

Local responsibility

> *It is important that those at the top, from the Chairman downwards, appreciate the importance of delegation right along the line to all who have responsibility. If those at the top do not delegate, the business will not be efficiently managed and those down the line to whom authority should be delegated will become frustrated and will be unable to make the contribution of which they are capable.*
>
> Marcus Sieff, on *Management the Marks and Spencer Way*, Weidenfeld and Nicolson, 1990, London

Whether the administration of education is based on a centralised, a devolved or a decentralised model, it is customary to find that headteachers of schools have some degree of independence in day-to-day matters. This, subject to strict financial management systems, could include control of a substantial part of the revenue budget. Unfortunately, in many developing countries these powers are very restricted, mainly due to the following:

- a lack of experienced headteachers
- no appropriate training opportunities for them
- fear of financial mismanagement
- a strong desire on the part of senior officers in Ministries of Education to retain strict central control of the education service.

> ***Activity 1.4***
>
> In your country what responsibilities could be delegated to head-teachers without loss of effectiveness?

Apparent disadvantages of devolution and decentralisation

There are several inherent problems, some more imaginary than real, which must be recognised when consideration is being given to moving power away from the centre. These include:

- the difficulty in achieving common standards: different agencies will, even within prescribed guidelines and with good intentions, interpret differently the same policy
- the lack of trained staff to monitor educational standards objectively
- little or no training opportunities for both administrators and head-teachers, particularly those remote from the centre
- fear of loss of power by senior administrators in the Ministry of Education.

Once recovered from the cultural shock of having lost the right to spend a lot of time making local (and usually trivial) decisions senior officers discover that time is now available for their true function – policy-making, financial management and monitoring of the education service.

Without, however, the centre specifying, in writing and in clear terms, the extent of decision-making appropriate to each level of administration minor issues will keep appearing on senior administrators' desks.

Real advantages of devolution or decentralisation

The advantages of moving power from the centre greatly outweigh the disadvantages. These may be summarised as follows:

- There will be greater opportunity for individuals to use their initiative which, in turn, will allow for a diversity of service, subject to maintaining policy guidelines issued centrally.
- The quality of decision-making will be improved in that a full knowledge of local circumstances will be taken into account in reaching decisions.
- Officers who know and understand both the policies of the education service and local circumstances will produce action more acceptable to the teachers involved.

- Decisions made at local level create a sense of identification of the service with the local community.
- The timescale for response to a problem should be very much less. This will be greatly appreciated by teachers, headteachers and parents.
- An invaluable training ground for future senior administrators will be created.
- Morale at school, at local and other distant levels of administration will be greatly enhanced. Job satisfaction will be much more common.

Activity 1.5

Having considered the information contained in this chapter revise the checklist you completed in 1.1 above to show the changes you believe would improve arrangements for teacher management in your country.

(1) Where would the balance of responsibility now lie?
(2) What related changes would be necessary to ensure that your suggestions could be carried out effectively?

2 *Learning from Industry and Commerce*

An examination of the personnel practices adopted by major business companies may provide some pointers to those involved with teacher management.

> *'Personnel Management' is that part of management concerned with people at work and their relationship within an enterprise.*
>
> British Institute of Personnel Management

Introduction

As a company or organisation grows in size and complexity management recognises, as a matter of necessity and self-interest, the need to have a coherent policy, part of which encourages its employees to identify with the company's aims and objectives. The employer will wish to ensure that:

- salaries and conditions of service are such that appropriately qualified staff of the right calibre can be recruited
- the company has a firm but sympathetic supervision policy
- relevant training practices are in place
- staff motivation is encouraged by having a career path open to all and operating on fair and reasonable principles.

Employees, for their part, have certain expectations that only insensitive management would ignore. For example:

- that salaries are paid on time and reflect the degree of education, training and responsibility required for the job
- that reasonable and, where possible, stimulating working conditions are provided
- that management shows publicly its appreciation of above average input/efforts of individual members of staff.

Where management accepts that staff have not only an interest in but also a positive contribution to make to the formation of company policy then motivation of the workforce is increased and the quality of output rises significantly.

Some companies, such as those in manufacturing, are highly mechanised, making use of the many facilities brought about by the introduction of new

technology. The advantages of such an approach are relatively low labour costs and high standards of quality control.

Service industries, on the other hand, tend to be labour intensive with a high proportion of their costs being allocated to salaries. They, too, can achieve excellent quality standards, not just by using new technology but by having strong and positive personnel policies.

Objectives of personnel management

Personnel management of high quality must have clearly defined aims and objectives which are acceptable to employer and employee alike. Effective personnel management must promote standards which help individuals to maximise their knowledge, their skills and their confidence. Good managers actively encourage, rather than stifle, the development of initiative and self-reliance and so ensure that individuals are stimulated to contribute to the development of their organisation.

> *1 If the cuckoo won't sing, kill it.*
> *2 If the cuckoo won't sing, make it sing.*
> *3 If the cuckoo won't sing, let's wait until it does.*
>
> *The first philosophy is hire and fire – the price of non-performance is dismissal. The second is the idea basic to most western countries that you need to coerce people to get decent work out of unwilling workers. The third is the secret of Japanese success; you act on the assumption that the workers are willing and, given half a chance, will work excellently without the need for fear or coercion.*
>
> Mitz Moda, using a quotation from a Japanese poem dating from the sixteenth century, *Technology Review*

Teamwork is an essential component of successful management policy. Consequently, those with a responsibilty for personnel management policies must ensure that every employee has opportunities not only to develop personally and professionally but also to appreciate his/her interdependence on others.

So that members of staff can give of their best at all times most large commercial companies develop policies which promote staff health, including the monitoring of both physical and mental stress. This offers a commitment on the part of the employer to the provision of guidance and counselling resources at local level.

Essential elements in personnel management

While employees have the right to be consulted about management policies, management has the key role to play in developing imaginative initiatives which encourage all employees to identify with the aims of the company. This requires:

- an acceptable management style
- decentralised control
- collaborative policies
- a good communication system
- personalised correspondence
- open-door consultative opportunities.

All of the above lead to a sense of partnership. Where staff are encouraged to make a meaningful input into the development of the company's objectives good relationships will be achieved.

In addition, it is essential that provision be made for:

- staff records
- the introduction of a management information system
- a forum for agreeing salary, allowances and conditions of service
- a form of staff appraisal linked to staff development activities
- a set of disciplinary and grievance procedures for settling disputes.

These are the essential elements of all personnel activities. Without a positive, constructive relationship, actively sought and nurtured by the organisation, which balances personal and professional development, there will be little commitment by employees to the employer's overall objectives.

Personnel management, then, should seek to promote, as one of its principal objectives, more productive and satisfying relationships in all aspects of the work of the organisation.

Activity 2.1

Ask yourself the following questions and then consider what your answers would be.

(1) Are there any lessons to be learned from local commercial personnel practices?
(2) Are personnel matters relating to teachers in my country handled in a fair and reasonable manner?
(3) What personnel issues require attention as a matter of priority?
(4) Which of them could be dealt with at minimum expense?

Lessons for the education service

Managers in industry and commerce realise that if they are to compete successfully in the market-place and to enjoy public esteem they require a successful personnel management system incorporating the principles outlined above. So, too, in education it is imperative that those bearing responsibility for 'Teacher Management' adopt equally appropriate policies, practices and procedures.

Mechanical procedures, albeit of varying effectiveness, already exist in most countries. Unfortunately, little effort has been made, to date, in Ministries of Education, Teaching Service Commissions and the like to ensure that teachers' personnel matters are handled with the professionalism, personal tact and understanding found in successful commercial and industrial enterprises. More time and expertise must be made available, particularly by those working directly with the teacher, to deal with issues such as welfare, equal opportunities, harassment, etc. Not only must a positive system be developed for handling grievances but there must also be an appraisal system linked with staff development. If business can find acceptable answers to such issues there is no reason why the public and/or teaching service cannot also resolve such matters.

3 Teacher Management – Some Basic Principles

Ensuring the professionalism of teachers

Education provision in many non-industrialised countries has expanded at an astonishing rate in the past 20-25 years, so much so that there is now almost universal primary education.

Secondary education, also, is becoming available to an increasing number each year.

The emphasis has now focused more on quality than on quantity, a change which will be successful only if it is recognised that the teacher's contribution is the key to success. But in many countries teacher morale is at a low ebb. As a result, urgent steps are necessary to address the situation. The most obvious first step is to improve the status and professionalism of teachers.

Activity 3.1

(1) Does the teacher management system in your country provide teachers with the assurance that:
- they will be paid accurately and on time?
- they have conditions of service appropriate to the professional tasks for which they are responsible?
- the necessary support services will be provided? (for example, reasonable classrooms, adequate supply of textbooks, in-service training)
- a career path exists, open to all teachers, based on qualifications, professional competence and other objective criteria?
- management practices, including procedures for transfer, promotion, harassment, discipline and gender discrimination are perceived to be fair and reasonable?

(2) Which of the above must, in your country, be addressed as a matter of priority?

The place of the teacher

Particularly where financial resources are extremely limited administrators must ensure that value is obtained for the investment made in the education service. While teachers' salaries are set at levels commensurate with national resources every effort must be made to assure teachers that their contribution is recognised and that their aspirations have been taken into account in the administrative procedures and practices adopted. Senior administrators concerned with teacher management and support must recognise the importance of this concept. Without earning the confidence of the classroom teacher management systems, however sophisticated, will fail.

> *The independent teacher is not the isolated teacher: he/she is only part of an organism called the school. A teacher is being treated as a professional if his/her voice is heard in decision-making in the management structures and processes of the school and in the community and if the teacher really feels she/he is part of the management of the school.*
>
> Hon Nahas Angula, Minister of Education and Culture, Namibia, Address given at the D.A.E. Colloquium in Tanzania, Oct 1993

If quality is to be the key objective of the education service, teacher motivation and commitment must be the principal target for education managers. Administrators ignore this maxim at their peril!

The management of teachers

> *In Africa there is a lack of purpose about the structure of many Ministries of Education. Many are moving into the next century with a neo-colonial infrastructure, and a profound lack of clarity about the functions of various units.*
>
> Ben Makau and Carol Coombe, *Teacher Morale and Motivation in Sub-Saharan Africa: Making Practical Improvements*, Commonwealth Secretariat, Jan 1994, London

As an example, 'Teacher Management' in Afica has been the responsibility for many years of one or more of the following organisations:

- the Ministry of Education
- the Unified Teaching Service
- the Teaching Service Commission
- a non-governmental organisation.

Whatever its name the principal functions which a Teacher Management Unit should undertake are those which, in industry and commerce, are allocated to a Personnel Management Department, namely:

- recruiting, training and motivating staff
- negotiating salaries and conditions of service
- arranging payment of salaries and allowances
- setting staffing standards
- deploying staff within a management policy
- monitoring and appraising staff performance

- providing opportunities for personal and professional development
- developing a communications network within a positive management style
- developing an ethos which encourages mutual understanding and joint initiatives
- planning for the future needs of the service.

In the education service not all of these objectives can be carried out without the assistance of other departments and ministries. In particular, close co-operation must be established with the Education Planning Unit, the Pay Unit and the Ministry of Finance.

> ***Activity 3.2***
>
> Examine, in turn, each of the ten functions of the Teacher Management Unit listed above. Do the practices and procedures presently in use provide acceptable levels of performance? Where do they fall short?

Good personnel practices

In addition to the above commitments the department responsible for teacher management must develop and maintain a range of policies and procedures appropriate to promoting good personnel practices.

These will include:

- the preparation of policy statements based on the principles of collaboration
- the decentralisation and delegation of authority
- the provision of an adequate and well-trained personnel department
- good registry procedures
- open and accountable procedures for the appointment, confirmation, transfer, promotion, dismissal of staff
- the implementation of other conditions of service.

While some improvements would require considerable investment (for example, increase in salaries) many of the others can be achieved at low cost (a good management style, improved registry procedures, etc.).

Activity 3.3

Which methods for improving teacher motivation and commitment listed below require early consideration in your country?

- offering a reasonable salary
- developing conditions of service appropriate to the education service
- providing minimal professional standards
- ensuring professional status
- offering adequate housing
- introducing a comprehensive scheme of professional development
- providing a career ladder
- involving teachers in professional development
- other methods.

4 *Maximising Teacher Motivation and Morale*

Advice for policy-makers:
People do not just work for money. If you wish to motivate them, money is not the most important tool. To motivate them you must bring them into the family and treat them like respected members of it.

Akio Morita of the Sony Corporation, Japan

Expectations of teachers

As stated earlier, effective personnel management is based on both employees and employers having a clear perception of what they believe to be their respective roles in the organisation. This is particularly important in education where teachers, as professionals, wield a relatively high degree of autonomy in performing their duties.

Teachers tend to make judgements about the personnel management department by asking the following collective questions:

- Am I supplied with a clear definition of what is expected of me?
- Where can I obtain pedagogical advice?
- Where do I turn for welfare advice?
- With what range of facilities will I be provided to carry out my job in a professional manner?
- In reaching decisions about my enquiries will any recognition be taken of local circumstances?
- Will professional non-arbitrary criteria be used in reaching conclusions?
- As I become more experienced, what additional skills, knowledge and techniques will management help me to acquire?
- What staff development opportunities exist
  - within schools
  - regionally and/or nationally?
- What opportunities exist for promotion?
- How will my teaching capabilities be assessed?
- In what way can I and my colleagues be involved in the formation of national educational policies?

At a personal level:

- Will my letters/enquiries be answered?
- How long will I have to wait for a reply?

How, then, can management fulfil its responsibilities and respond effectively to the concerns and aspirations of teachers?

Response of management

Management must ensure that teachers abide by their conditions of service and the 'Code of Conduct' where one exists.

In responding to the expectations of teachers senior officers may wish to ask themselves the following questions:

- Do all teachers have access to copies of the booklet containing their current conditions of service?
- Are teachers aware of the policies, practices and procedures of the Ministry of Education?
- Has a clearly defined career path, based on objective criteria, been created for the teaching service?
- Have all teachers the opportunity to apply for promoted posts for which they are qualified?
- Do teachers know how to apply for promotion?
- Are we encouraging teachers to keep abreast of the latest knowledge and recent teaching techniques? How do we do this?
- Do we ensure that teachers have the books, the essential services and equipment to carry out their duties?
- Do we encourage teachers to take an interest in the holistic development of their pupils in sports, drama, community service, etc?

Management ought to create a responsive, committed and energetic professional teaching service whose principal task is to provide the nation with a well-educated population. This requires a contented, motivated teaching force, confident that management will provide the support which permits them to carry out their duties, and free from concern about administrative issues such as salary payments being made accurately and on time.

Creating trust

Confidence can only be engendered where teachers see that:

- their enquiries are dealt with expeditiously
- local conditions are taken into account before decisions are made
- salaries and allowances are paid on time
- promotion arrangements appear fair and reasonable
- classroom support is provided as and when the need arises.

Such concerns can be addressed adequately only where the headteacher, supported by a District or Regional Education Officer, has the authority to make decisions without having to refer routine matters to a central point.

Delegation of authority

It is not uncommon in many African countries to find teachers, frustrated by not having pressing personal problems answered locally, travelling to the

capital city to make contact with someone in the Ministry of Education who can provide them with an answer to their dilemma. The education of children suffers when teachers are away from their classrooms: consequently, any measure which limits the time teachers are out of school is of major advantage.

Decentralisation, accompanied by delegation of authority, is probably the most important step which can be taken to ensure that teacher commitment is maximised. Where this is accompanied by the training of headteachers to be responsible professional managers teacher motivation will be improved greatly.

Activity 4.1

(1) If you were an experienced teacher working in a school how would you assess the performance of educational management in your country with respect to the following:
- arrangements for payment of salary and allowances?
- information about promotion opportunities?
- arrangements for appraisal of your teaching performance?
- availability of advice on improving your teaching performance?
- opportunities to contribute to curriculum development and teaching techniques?
- time taken to give a reply to any enquiry?

(2) What steps would you suggest should be taken to make you and your colleagues in school feel that you have the full support and backing of those in management and administration?

Local Control of the Education Service

B

Headteachers are in the front line of the battle to create an environment for quality education. But school heads in Africa work under the most difficult conditions, and are often not well prepared for the tasks they must undertake.
At the very least an effective principal will be able to:

- *manage and deploy school resources effectively*
- *allocate school accommodation appropriately*
- *ensure satisfactory standards of maintenance and cleanliness of school facilities*
- *guide curriculum implementation and change*
- *organise staff development in school*
- *create a professional ethos within the school by involving promoted staff in decision-making*

Commonwealth Secretariat, *Better Schools: Resource Materials for School Heads in Africa*, 1993, London

More than ever before headteachers are having to assume the mantle of education manager and administrator, often with little background and preparation for the task. Adequate and appropriate training for headship is a priority issue.

One specific area of difficulty facing headteachers is the dual role of teacher mentor and manager while, simultaneously, being the local representative of the Ministry of Education responsible for the implementation of its policies and regulations.

Headteachers may also play a significant part in the work of school councils or other bodies which are entrusted with a range of devolved educational responsibilities. They must act in this role as impartial, professional advisers to such committees, a task which requires tact, co-operation and understanding.

It is not practical, however, to assume that headteachers can be held responsible for all aspects of local administration. There are many tasks, particularly those of co-ordination and planning of service support, which can be effective only if undertaken at a district level. District Education Officers require clearly defined powers allowing them to make decisions with regard to these management activities.

Activity B

The list in the following table includes a number of management issues which in many countries are handled, at present, centrally.

(1) Which do you believe could be handled, with greatest impact, by the headteacher, the School Board or the District Education Officer? Place an * in the column where, in your opinion, effective management decisions could be made.

(2) Having completed the table determine your present assessment of the extent of local control of teacher management.

	Ministry of Education	District Education Officer	School Board	Head Teacher
Approval of teacher training courses				
Approval of teachers for appointment				
Setting of school staffing levels				
Appointment of teachers				
Confirmation				
Transfer of teachers from one post to another				
Promotion to Head of Dept Deputy Head Headteacher				
Appraisal				
Staff development				
In-service training				
School inspection				
Discipline and grievance				
Teacher records				
Salary negotiations				
Payment of salaries				
Conditions of service agreement				

There will always be a number of activities, mainly of national significance, which must remain the responsibility of the centre. These concern issues such as preparation of the budget, the national curriculum, educational standards, etc. While local bodies should have an input to relevant discussions on these matters the final responsibility cannot be delegated by the Ministry of Education.

This section looks at the responsibilities of the headteacher and the School Board identifying how they can relate with one another, and with the District Education Officer, in order that the school may operate effectively.

5 School Structures

The focus of a good school is effective learning: this is the reason for its existence and therefore the final criterion against which its management will be judged.

Developing School Management – A Report by the School Management Task Force, HMSO, 1991, London

The role of the headteacher

A 'good' school is identified by the positive attitude of its pupils, the wide range of activities undertaken, the success which these generate, the involvement of the staff and the close links established with parents and the community. For success all these ingredients must be actively cultivated by the headteacher.

This can be achieved by involving all who have a part to play – normally through fairly formal structures, including some, if not all, of the following:

- a School Board whose membership includes representatives of parents, the headteacher, teachers, senior pupils and the community
- a Board of Studies comprising the senior promoted staff
- a School Council with pupil election to membership
- a Parent Teacher Association.

Even where clear plans for future action are developed by these bodies it is advisable to have, in addition, a forum where unpromoted staff may make their voice heard before decisions are taken.

Boards of Studies, comprising senior promoted staff of the school, can offer support to the headteacher in a number of ways:

- They can, through the width and depth of experience of the members, offer sound professional advice to the headteacher before decisions are taken.
- They present an excellent training ground for their members.
- They provide a core of senior teachers, knowledgeable in school policy, who can chair staff committees.

These concepts are covered in greater detail in Module Two of the *Better Schools* series: *Principles of Educational Management*.

The headteacher is also the 'eyes and ears' of the service at the point of delivery. Consequently, he/she should be encouraged to report, in advance, any major problem likely to become a public issue in the immediate future.

Steps can be taken in advance to diffuse any unnecessary furore which may otherwise arise.

School Boards

The justification for the establishment of School Boards is to encourage much closer links between the school and parents, giving the latter a greater say in the running of the school.

The membership of a board will comprise parents and staff representatives elected by their peers. There may also be a small number of co-opted members to represent the wider community and, as a non-voting member, a local politician. The headteacher will be a member by virtue of the post. The District Education Officer can be present or may nominate someone to attend on his/her behalf.

School Boards must have clearly defined powers. These may include:

- receiving reports from the headteacher and the Ministry of Education
- making representations to the Ministry of Education through the D.E.O.
- approving the headteacher's plans for the purchase of books and equipment
- taking part in the appointment of promoted staff
- helping to set dates for local holidays
- encouraging links between the school and the parents
- reporting parents' views to the headteacher.

Where the decentralisation process embodies financial management of an annual budget the following executive functions may be included:

- financing services, including fuel, water, etc.
- allocating staff housing
- approving minor capital works
- letting of school premises at charges determined by the School Board
- managing hostels and school transport
- subsidising teachers' salaries
- employing administrative and manual staff.

The ultimate step in local control is that of empowering the headteacher and the School Board with total control of an annual budget which covers all aspects of the school's expenditure. As this involves accountability for public finance there would have to be qualified accountancy services available at local level.

School Boards are normally barred from discussing professional matters such as the curriculum, pedagogy, testing procedures. etc.

In a number of countries there are some ground rules which must be observed. To ensure that parents regard the School Board as a democratic institution these may include the following clauses:

- A staff member cannot be the Chairperson.
- The School Board has a limited term in office, normally two to three years.
- The Board must meet in the evening or during the weekend to ensure that parents can attend.

- The School Board must report to parents at least once per year.
- Out-of-pocket expenses of members should be normally refunded.

Activity 5.1

The role of the headteacher on a School Board varies from country to country. He/she could be any of the following:

- an ordinary member
- eligible for election to Chairperson
- eligible for election to Vice-Chairperson
- the Secretary or Clerk to the Board
- an Assessor with no voting rights.

What, in your judgement, is the most appropriate role for the headteacher?

At first sight the presence of a School Board may discourage the formation of an active Parent Teachers Association. This need not be so, the latter's function being concerned with fund-raising and organising events which bring all teachers and all parents into closer partnership.

It must be acknowledged that in certain geographical locations the level of literacy in the community may be poor, making it hard to find the ideal parental representatives. Despite such difficulties, it may be possible to have some parents on the Board who, although illiterate, can express their thoughts and feelings with candour and sincerity.

Where a school cultivates close ties with its parents, local business and the community it serves there will be a substantial return which invariably enriches the life of the school.

The role of the District Education Officer

District Education Officers and their staff are appointed principally to assist headteachers to carry out their duties. To create and maintain an effective education system the support functions which the District Education Officers can provide are much more important than their supervisory responsibilities.

Thus, it is important to stress that when staff from the Ministry of Education, the regional or the district education office visit the school they must appreciate that, to members of the community, the headteacher is the professional head of the education service at local level. Headteachers, therefore, must be awarded the appropriate status for this role, particularly when D.E.O.s are dealing with submissions made by School Boards, School Councils and the P.T.A.

6 Development Planning

Activity 6.1

As a recently appointed headteacher you have evaluated current school practices and have the following tasks:

- you wish to change the curricular balance altering the time allocated to different subjects
- you hope to involve parents and the community in extra-curricular activities
- the D.E.O. has asked that you re-examine the hours of attendance of staff and pupils
- the Ministry of Education has announced a new policy on health education.

As the educational manager of your school how would you plan and implement all the changes required?

Introduction

Over the years the demands on the education service have increased significantly as more and more new initiatives are planned, developed and implemented. On the one hand there is the introduction of new policies demanded by the Ministry of Education; on the other there are local priorities which are viewed by parents, teachers, pupils and the community as of immediate importance.

Not all of these can be introduced with any guarantee of success within a short period. This, of necessity, involves both school staff and educational managers in reviewing areas where improvements could be made, building on existing good practice and developing new initiatives.

> *The paramount requirement of any management is clarity of purpose. The principles of managing progress (or development planning) are designed to provide a mechanism for translating well-considered objectives into effectively implemented policy. If schools are to promote the best possible conditions for learning and teaching, it is essential that they should operate in accordance with these principles.*
>
> *Managing Progress*, a report of a Strathclyde Regional Council Working Party on the Management of Schools, S.R.C., 1986, Glasgow

Aims of development planning

The aims of development planning are:

- to assist managers and headteachers to prioritise the developments which have to be undertaken
- to provide a mechanism to control the pace of change
- to abolish, in teachers' minds, the concept of a central planning bureaucracy
- to target and allocate limited resources efficiently
- to cultivate management skills of school staff
- to involve staff in planning future developments thereby providing them with a sense of ownership of the agreed plan
- to provide a framework for formal school inspections.

The ultimate goal is the improvement of the quality of education provided in schools.

Setting out a School Development Plan

The plan will, initially, state:

- the general aims of the establishment
- the priorities for development over a period of time
- the targets to be achieved for each priority
- the anticipated outcomes
- the criteria for success
- the proposed evaluation process.

The outline plan must be supported by more detailed 'action statements', one for each objective. These will include:

- the specific target
- the members of staff who are to be involved
- the in-service and/or staff development needs
- the timescale for each element
- the methods of implementation
- the resources required, both human and financial
- the monitoring and review arrangements.

The role of the administrator in development planning

If development planning is to be effective, senior officers working for the Ministry of Education must accept that it is no longer possible to enunciate a new policy and then ask schools to implement this with immediate effect. Due notice of the implementation date of all new developments – at least one year – must be given to District Education Officers and headteachers.

This will permit headteachers to discuss the implications of the initiative with their staff. New policies will require an adjustment to the contents of the plan for Year 2 and Year 3. In effect, development planning is a rolling

programme whereby progress is made in bringing new initiatives to fruition – at a pace which is judged by the school to be within the capacity of the staff.

The only effective way by which plans prepared by individual schools can be approved is to delegate this responsibility to the District Education Officer. In examining any plan the D.E.O. must ensure that:

- it offers a balanced programme providing both central and local initiatives
- the resources required to implement the plan (for example, books and equipment) are achievable
- assistance to meet identifiable needs can be provided
- any necessary building adaptations are possible.

Planning the programme

If the plan is to be a success, whether it relates to a school or an office, it is essential that staff are actively involved in the process of selecting the priority initiatives for the coming years. Teachers and/or office staff likely to be involved in any aspect of the plan should have the opportunity to comment on the possible priorities and to make their own proposals for local initiatives.

The senior management team must also have the opportunity to discuss the outline plan before it is finalised. In certain cases the views of parents and the community may also be necessary.

As stated earlier, participation implies consultation – consultation which must be genuine and be seen to be so. It does not imply, however, that the views expressed by the staff are paramount; the responsibility for determining policy must still remain with the person in charge of the establishment.

Evaluating success

Developmental initiatives must be evaluated as part of the planning process. While District Education Officers and their staff, inspectors and other central personnel may take a part in the evaluation process it is logistically impossible for them to assess the success or otherwise of all the components of every school development plan. It is, therefore, essential that head-teachers, with their staff, develop techniques of self-evaluation.

Self-evaluation can take a number of forms, for example:

- questionnaires completed by teachers, parents, pupils, etc.
- interviews with others involved by members of the planning team
- staff discussion in groups
- inspection
- analysis of examination results
- classroom visits by headteacher or head of department.

Activity 6.2

Having considered the advice given above go back to Activity 6.1 Would you still answer the question in the same way or would you now suggest a different approach?

Benefits accruing from development planning

Development planning emphasises partnership between the Ministry of Education and the school. More importantly it places the staff of the school in a pro-active role rather than the traditional reactive one.

Development planning is, therefore, central to the education service's overall strategy for the implementation of its policies and, thereby, for securing qualitative improvement in education provision.

The whole thrust of school development planning is to place the responsibility for the selection of priorities and the implementation of the plan on the headteacher and the school staff.

The role of the D.E.O. is to ensure the plan is a balanced one with due recognition being taken of national priorities.

The role of the Ministry of Education is a minimal one.

Thus, the school assumes responsibility for implementation of policy initiatives; the D.E.O. provides support if approval to the plan is given; central administration is solely concerned with policy formation and the provision of the necessary resources.

7 Staff Management at School Level

Equality of opportunity

> *When quarrels and complaints arise, it is when people who are equal have not got equal shares, or vice versa.*
>
> Aristotle, *Nicomachean Ethics*, 4th century B.C.

All too often positive action to improve gender imbalance is seen as a national, regional or district matter. As this manual constantly reminds the reader effective teacher management occurs at school level. It is the responsibility of the headteacher and the senior staff to examine all school practices, reviewing each at regular intervals to ensure that equal opportunities exist for all members of staff, irrespective of their gender or tribe/race or religious belief.

The period of schooling is the time when the foundations for many later inequalities are laid. Furthermore, as the only major personal service with which most citizens come into substantial contact during their formative years, schools have a clear responsibility to promote equal opportunities for boys and girls and for teachers of both sexes and to show themselves as examples of equality in action.

The headteacher, as the professional leader, can be a powerful influence in correcting historical and unjust attitudes on roles appropriate to men and women. For example, the school must ensure the following:

- There is the same curriculum for both sexes.
- Vocational and careers guidance is not based on past employment practices.
- There is a careful selection of textbooks which do not reinforce traditional roles.
- Extra-curricular activities are open to both sexes.
- The timing of staff development courses, staff meetings, etc. does not inhibit any group of staff from participating.

In the same way careful selection of course content together with the manner in which this is taught can counterbalance other prejudices, for example, through race or religion.

All staff should be advised of national policies and the related regulations on equal opportunities and affirmative action. This must include the procedures to be adopted for submission of complaints and the rules to be followed by a headteacher when dealing with a prima facie case.

Appointment of staff

In some countries headteachers and School Boards are involved in the appointment of teachers to the permanent staff. Before this is possible there must be:

- a national register of staff who are recognised teachers having completed approved courses of teacher training or having a width of experience which meets national criteria
- an adequate supply of trained teachers to ensure that all schools can be staffed to national standards
- a recognised vacancy supported by funding within the school establishment
- an agreement from the District Education Officer that the post may be filled, there being no teachers to be relocated through transfer procedures.

In many countries there is a grave shortage of teachers. To ensure the equitable distribution of staff throughout the country a rationing system covering all districts must be in force. District Education Officers will then be given a quota for their respective areas and these must then be distributed amongst their schools.

Where a school has a shortage of permanent staff the headteacher and/or the School Board may be granted permission by the D.E.O. to make a temporary appointment.

Probation and confirmation

College training, however adequate, can never preclude a requirement for school based induction, class-room support and staff development. Newly appointed teachers expect to be supervised and assisted, a management task which must be undertaken with skill and sympathetic understanding.

Senior teachers, heads of department, the deputy head and the headteacher all have roles to play. The responsibility of each member of this group must be clearly defined and they must meet from time to time to discuss the progress of teachers on probation. Their conclusions should be discussed with the teachers individually on an on-going basis ensuring that when the time for confirmation is reached the probationer has had the opportunity to overcome any identified shortcomings.

Where a headteacher is not satisfied with the progress of the probationer the District Education Officer must be notified. After investigation it might be agreed that, in the best interests of the probationer, a transfer to another school should be arranged.

Leave

A headteacher must be delegated powers to grant leave up to limited periods. One condition often set in awarding such leave is that no additional costs fall on the school budget, for example, the employment of a replacement teacher.

Thus, paid leave for a few days may be granted for a bereavement, for attendance at a one, two or three day in-service course, or for other

educational activities which cannot be conducted at times outside the school day.

Unpaid leave may be granted by the headteacher for periods up to five days if these are for activities which are not educational in nature. The headteacher must be satisfied that the leave is necessary and the work of the teacher would suffer if leave was not granted. One example may be housing relocation.

Reference must be made to the District Education Officer where:

- leave is requested for longer periods
- a replacement teacher is required.

Payment of salaries and allowances

Whenever any change arises within the school affecting the salary and/or allowances of a member of staff the headteacher must immediately notify the District Education Officer who has the responsibility for notifying the pay office of the alteration.

This will include an appointment, a resignation, an illness, a promotion, allocation of housing or any other circumstance which affects the salary or allowances due to the teacher. Any delay in notification will affect the payment of the next salary.

To simplify the adminstrative process when a salary change arises many countries ask the headteacher to complete a proforma designed by the Ministry of Education in co-operation with the Ministry of Finance. This ensures that all the information necessary to process the change is available with the end result being a salary or an allowance payment which is correct and paid on time.

Staff records

The headteacher is responsible for the maintenance of a confidential record for every teacher. This must contain personal information relating to full name, registration or identity number, date of birth, academic and training qualification, service history, leave and sickness record, appraisal reports and disciplinary record (if one exists).

Activity 7.1

Personnel management regulations are all too frequently cumbersome and difficult to administer. Many are outdated and not relevant to a modern education system. Your teachers regularly complain to you about some which are particularly irksome.

You have written about these to the D.E.O. who has referred them to his superior officer. However, time has passed and no action has been taken. Your teachers are becoming frustrated.

In the interest of morale, what steps would you take to pursue this matter?

8 Appraisal and Staff Development

Introduction

Quality in education will only be achieved where teaching staff are adequately trained for the duties they must perform. While pre-service training plays a useful role in preparing for a teaching career, a detailed programme of on-going staff-development activities is essential if teachers are to meet the challenges of an evolving curriculum, new technology and other changing circumstances.

Staff development activities, ideally, must be 'tailor-made' to meet the needs of the teacher. It is, therefore, essential that some mechanism exists to identify the teaching strengths and weaknesses of individuals. This, in turn, will permit an appropriate staff-development programme to be prepared. Such is the principal purpose of an appraisal system.

> *To be effective and comprehensive, programmes for the professional development of staff must start from an accurate identification of the training needs of teachers, and of the education service at school, regional and national levels. This requires assessment or appraisal of performance of individual teachers.*
>
> Scottish Education Department, Consultative Paper, 1989

Administrators should note that the comments made above apply as much to office staff as they do to the teaching force.

Introducing appraisal

In many African countries the appraisal system in use in schools is that which has been designed to meet the needs of all civil servants. The questions asked in the appraisal proforma and the judgements to be made relate basically to an office culture and so are not seen, through the eyes of teachers, to be credible.

Unless appraisal is viewed by teachers as being fitting and purposeful the process of evaluating their work will be both sterile and futile. To create a suitable climate to introduce appraisal the management style adopted must take account of the teachers' reaction to:

- the purpose of appraisal
- the content of the appraisal proforma
- the appraisal process
- the right of appeal against an appraisal.

The purpose of appraisal

Appraisal exists not only to make a comprehensive assessment of a teacher's performance and identify his/ her training needs but also to detect the teacher's potential for promotion. Consequently, the questions to be answered must be targeted at the various elements of professional performance. Hence the need for a proforma designed specifically for use in schools.

The appraisal process

Appraisal reports completed at one point in time are seldom effective. Continuous informal assessment over the school session is much more positive and provides a better picture of the abilities of the teacher.

Care must be taken, however, to minimise the time required for such an activity. Staff co-operation can be gained by using some of the following techniques:

- completion of a questionnaire
- a whole school review
- departmental audits
- self-evaluation
- staff interviews.

Continuous informal assessment, augmented by some, if not all, of the above processes over an extended period provides both the interviewer and the interviewee with the chance to discuss present performance. The opportunity is created, where necessary, for improvement.

As a result of such an approach, when the formal interview takes place little, if any, comment will be made which is not already known to the teacher.

Content of the appraisal report

The content of the appraisal report for a teacher must include:

- knowledge and understanding of subject matter
- ability to impart this
- classroom organisation (including discipline)
- relationships with pupils, parents and the community
- punctuality
- general conduct
- willingness to contribute to the wider aspects of the life of the school
- leadership qualities
- promotion potential.

Activity 8.1

Can you suggest any other items which should be included in an appraisal proforma designed specifically for teachers?

Certain principles can be listed which may assist when introducing an appraisal system, for example:

- The range of activities to be reported upon should involve only items where reasonable assessments can be made.
- The appraisal of teaching ability demands classroom observation.
- The roles to be played by those involved must be clearly stated.
- The criteria to be used should be known to teachers.
- Appraisal can only be effective where there is mutual trust between the headteacher and the staff.

Who appraises?

Reports on unpromoted staff can be drafted by heads of department or the deputy head and then discussed with the teacher concerned. Reports on promoted staff can be drafted by the headteacher and then discussed with them before being submitted to the District Education Officer. Reports on headteachers should be prepared by the D.E.O.

There must be a right of appeal open to any teacher aggrieved by the appraisal. This should be heard by the headteacher for reports which he/she did not personally prepare. Other appeals should be conducted by a person twice removed in seniority.

No point is served by having appraisal reports countersigned by an officer who has no direct knowledge of the teacher involved.

Filing of appraisal reports

Reports should be filed where they are required for training and promotion purposes, namely, the school and the district office. There is no point in passing copies to the Ministry of Education unless there is some guarantee that they will be used there in a constructive fashion.

Appraisal and inspection

The process of school inspection must not be confused with that of appraisal. Inspection exists to provide the Ministry of Education with external evidence about standards in or across schools. Part of the inspection report for a school may, however, refer to individual teachers and/or departments. On the other hand, appraisal, normally an internal school procedure, is used as the process which identifies the performance of individual teachers. Its purpose is to provide information from which staff development activities can be designed to improve the performance of individuals or of groups of teachers.

Fig 8.1 A format for linking staff development to appraisal

Step 1 Issue guidelines for appraisal (after consultation).
Step 2 Agree procedures and arrangements with staff.
Step 3 Carry out continuous assessment over the session.
Step 4 Draft appraisal report and supply copy to teacher.
Step 5 Hear appeals and finalise appraisal.

Step 6 Plan an in-school staff development programme to meet identified needs.
Step 7 Where necessary, request external assistance from D.E.O.
Step 8 Monitor the programme and evaluate the procedures.

In-school staff development

While staff appraisal identifies strengths and weaknesses of individuals, staff development programmes should be designed to prepare teachers further for existing duties, new tasks and wider responsibilities. The perceived strengths of individual teachers should be harnessed to overcome weaknesses in others, either individually or collectively.

It is essential that staff development is not equated with in-service training. The former includes the latter while going much wider, encompassing all aspects of professional and personal development. While in-service training has a place in staff development it is very expensive to mount and can only cover a small percentage of the teaching force in any year.

Staff development is concerned, therefore, with knowledge, skills and attitudes. Accordingly, a staff development programme must cover all three components. While knowledge can be imparted by well-established methods such as in-service training courses, correspondence courses and other forms of distance learning, skills and attitudes are best cultivated by 'on-the-job' activities.

Thus, staff development activities may take a wide variety of forms, including:

- person to person discussions
- departmental demonstrations
- participation in a professional association
- attendance at a school planning meeting
- reading a 'procedures memorandum'
- team teaching
- preparing a paper for a school committee
- deputising for a senior member of staff.

Activity 8.2

Can you suggest any other forms of staff development which could be adopted in your work-place?

There are many other forms of activities where members of staff can observe, contribute and learn from the experiences and methodology of their peers. This can include membership of national, regional or district working parties concerned with the curriculum, examinations or with other innovative proposals.

Fig 8.2 Key factors for success in any staff development programme

- persuading teachers that appraisal and staff development is meaningful
- providing objective criteria for performance
- setting aims and objectives in advance, making provision for monitoring and evaluating the processes

- consulting staff in advance and taking account of legitimate comment
- providing adequate resources to support the programme
- developing co-ordinating mechanisms between the school and the district office

Conclusions

Staff appraisal and staff development will only be successful if management recognises, without reservation, their importance and provides high priority for their successful implementation. Staff can then be persuaded that management takes their responsibilities seriously and that they, as teachers, must play their part in making the system a success.

9 Discipline and Grievance

Introduction

It is important that all who enter teaching are aware of the professional and ethical standards expected of them. They should be made aware of the minimum level of acceptable behaviour during pre-service training and on the occasion of their first appointment they must be provided with details of allowable standards as contained within a Scheme of Service booklet or a Code of Conduct leaflet.

Any disregard of the specified standards may lead to disciplinary action.

There must also be an equal right for teachers to register a complaint when they believe that unfair treatment or unjustified action affecting them has taken place. This is the purpose of 'Grievance Procedures'.

Activity 9.1

A Head of Department, Miss A, reports that, despite many warnings, a teacher in her department, Mr N, is repeatedly late for school and for his classes. She informs you that she remonstrated with Mr N the previous day and he promised, as before, to be punctual. This morning he was again late, 15 minutes, for his first class.

Miss A has brought him to you, as headteacher, and wishes immediate action.

What do you do in such a situation?

Principles

Similar principles apply to both discipline and grievance. There must be:

- an objective investigation into the alleged offence
- a hearing conducted in accordance with rules which are regarded as permitting fair and reasonable practice
- a judgement
- a right of appeal
- appropriate action.

Purpose of disciplinary procedures

It is essential that published guidelines are available in all schools regarding disciplinary procedures. The aims of such procedures are:

- the provision of advice to teachers on the standards of performance and conduct expected of them
- the promotion of fairness and order in the treatment of individual teachers
- the opportunity for incompetent or disaffected teachers to improve their performance.

Scheme of discipline

A disciplinary scheme should include the following elements:

- an assurance that disciplinary procedures will not be formally initiated until the matter has been fully investigated
- an outline of the possible actions which can be taken once breaches of discipline have been established
- a statement indicating the levels of management who have the authority to conduct disciplinary hearings and to take action
- an outline for the teacher of the procedures to be followed when a disciplinary hearing is to take place, including the rights:
  - to respond
  - to be accompanied at the hearing by a friend
  - to question all witnesses
  - to make a statement
  - to appeal against any disciplinary action
- the method of recording the charge, the disciplinary decision and the length of time this will remain on the teacher's record.

Early action

In most situations disciplinary cases build up over a period of time. As soon as a headteacher becomes aware of a potential case each event giving rise to concern should be logged. The information recorded should include the date, the event, names of witnesses present and details of subsequent discussion with the teacher concerned. The entry in the log should be witnessed by a senior colleague and the teacher should also be asked to sign the log opposite the entry.

Disciplinary action

Where an incident is of a minor nature an oral warning may be given and recorded as such. Where no further incidents arise in the following twelve months the warning should be expunged from the record.

More serious cases may merit a written warning. Where further incidents arise and the situation deteriorates over a period, the matter should be referred by the headteacher to the D.E.O. who, after investigation, may decide a 'final warning' is necessary. All this must be recorded in the teacher's record.

Following the issue of a 'final warning' any further breach of regulations must be reported immediately, through the D.E.O., to the responsible senior officer. Such an event must be investigated in good time by an independent officer and early action taken.

The headteacher must have the right to suspend a teacher in the event of alleged serious misconduct.

Forms of punishment

The form of punishment for a disciplinary offence may range from an oral warning to dismissal from the teaching service. Those which may be administered by the headteacher are usually limited to oral warning, a written caution in the teacher's record, an adverse appraisal report or limited suspension from class work.

The District Education Officer may authorise a written caution in the record, withholding a salary increment, or suspension on half pay (where a court case is in progress).

Reduction in rank or dismissal should only be authorised by the Ministry of Education or the Teaching Service Commission.

Alcohol abuse

Disciplinary problems, in some countries, may arise as a result of alcohol abuse. For example, a young male teacher posted to a remote area may find himself isolated and lonely. This may lead to drinking with the consequent deterioration in classroom performance and teaching standards. Rather than regarding this, automatically, as a disciplinary offence the situation can be approached as a health problem. Guidance and counselling can be made available and, providing he avails himself of this, sick leave should be granted. If significant progress is made and the teacher returns to duty the disciplinary charge will be dropped. If the teacher does not respond to this opportunity within a reasonable period disciplinary action should be pursued.

Grievance procedures

Where a teacher believes that a superior has acted in a manner which is manifestly unfair the teacher may then lodge a grievance.

A headteacher, if not personally involved, must arrange to mount an investigation into the grievance, taking statements from all concerned. A hearing will then be arranged and conducted under the same principles as those for disciplinary offences. At the end of the hearing, if the grievance is upheld, the headteacher must then take action to correct the situation. One result may be that some other teacher must be cautioned under the disciplinary rules.

Where a headteacher is alleged to have been a party to the grievance the investigation must be mounted by the District Education Officer or another officer nominated by the D.E.O.

In cases of sexual harassment or other complaints of a similar nature it is imperative that the teacher or officer entrusted with the investigation is acceptable to both parties and has their trust. The investigation undertaken

must be totally objective in nature and be handled with sensitivity. Without this, the staff as a whole and, in particular, those directly involved will not have confidence that justice to both parties will be done.

Activity 9.2

Having conducted the investigation into the allegations made by Miss A, Head of Department, about the punctuality of Mr N, a member of her staff, you found that there was no written record of persistent lateness. Mr N, supported by a close friend, maintained he was always on time and that Miss A, from the date of his appointment, had been aggressive towards him. You had little option but to decide that no action was possible.

Mr N then intimated he was lodging a grievance on the grounds of aggression towards him by Miss A.

What steps do you now take?

A word of caution

As any case may eventually lead to a court hearing it is essential that:

- headteachers are trained in the principles of 'Discipline' and 'Grievance'
- they are issued with a procedures manual
- they maintain detailed records of each case
- the names of witnesses are recorded
- the record is initialled by all involved.

The Role of the District Education Officer

C

While the major emphasis must be on empowering those at school level to manage, as far as is practical, the day-to-day activities of the education service a range of support services are also required to assist the school. It is essential that these services be co-ordinated.

In many countries there are officers and others who visit schools each performing specific but unrelated roles. In many cases their findings are not reported to the District Education Officer and hence, the opportunity to create a co-ordinated response is lost.

For example, inspectors are often instructed that the results of their visits must be fed directly to the office of the Chief Inspector who is sited at the Ministry of Education. As a result, essential information for planning appropriate assistance is not provided to the district office where the responsibility lies for school support. In addition, the expertise and knowledge of the inspector is not available to the District Education Officer.

Again, representatives from N.G.O.s may visit the school, using their findings for their own agenda and not discussing what they discover with the District Education Officer.

If local control is to be an effective mechanism it is imperative that there be one officer of sufficient status, the District Education Officer, to whom all who visit schools can relate. Their findings and recommendations for action must be made to that officer who then has the responsibility to ensure that any necessary action is taken.

In addition, it is essential that the powers delegated to this officer are stated clearly in writing through a formal scheme of delegation.

Activity C

As a District Education Officer you will frequently note some policy, procedure or practice which has become totally inappropriate for the day-to-day conduct of the education service. What do you do when you come across such a situation?

- A complacent manager will note a problem, find a superficial answer and forget the fundamental issue.
- An efficient manager will improve the procedure or practice but ignore the underlying problem.
- The effective manager will identify the problem and develop a new policy, with appropriate practices and procedures, ensuring the service, in future, will operate to everyone's satisfaction.

The office of the District Education Officer can be the focus for a number of activities, for example:

- providing all the personnel functions, including the appointment and promotion of staff where vacancies exist
- monitoring school development planning
- arranging in-service training to overcome identified shortcomings
- making decisions on disciplinary and grievance appeals
- arranging an efficient transport programme
- maintaining a teacher and school record system
- collecting district statistics.

The democratic process demands that those elected not only legislate through parliamentary institutions but also have the right to ask questions about the delivery of the education service. The most appropriate educationalist to answer such questions is the District Education Officer.

In some countries there are no districts, the smallest administrative area being a region or province. In such a situation the principles outlined above still apply.

Where there are both districts and regions some re-allocation of the duties suggested in this section will require to be made.

10 Management Style

Good management practices

Characteristics of good management practice are:

- promoting the involvement in policy formation of all with an interest in education
- involving staff in educational developments
- being seen to be open to change
- encouraging administrative efficiency
- deploying resources efficiently
- ensuring that management performance is reviewed continuously.

The term 'management style' is often used to describe these characteristics in practice.

Achieving staff participation in practice

The introduction of participative management permits those working close to the action to appraise and influence policy before it is finalised. A wise District Education Officer will always be willing to listen and respond to relevant comment showing that management is open to change. This is particularly true at school level where opportunities frequently arise for allowing staff to have an effective role in developing school policies.

Activity 10.1

A D.E.O. wishes to develop a 'Health Education' policy for all schools in the district. A working group, drawn from various departments of different schools, is set up to design the project. A draft curriculum is then prepared and circulated to all schools for written comment. Thereafter, these comments are considered by the D.E.O. and discussed with headteachers, teacher representatives and other local officers. Finally, the proposals are amended and circulated to staff.

At what stages should the D.E.O. take an active role in the process?

This type of approach can be used both at district and school level. For example, in preparing school rules senior pupils, along with the school staff and parents, should be invited to comment on the proposals before the rules

are finalised. Likewise, school resources may be controlled by a group of staff who would be responsible for their use for the training of other staff in ways of achieving the best return from them.

In this way, participation allows teachers to identify with the development and the delivery of the education service, thereby encouraging a feeling of ownership of the policy which has been adopted. Motivation and morale will improve, provided the teachers believe and see that their involvement is real and not cosmetic. District Education Officers must encourage such activities.

On the other side, participation allows management to be aware of the anxieties of teachers and, subsequently, to identify causes and possible remedies.

Role of management

> *Participation is one of the most misunderstood ideas that have emerged from the field of human relations. It is praised by some, condemned by others, and used with considerable success by still others.*
>
> *Some proponents of participation give the impression that it is a magic formula which will eliminate conflict and disagreement and come pretty close to solving all of management's problems...*
>
> *Some critics of participation, on the other hand, see it as a form of management abdication. It is a dangerous idea that will undermine managerial prerogatives and almost certainly get out of control...*
>
> *A third group of managers views participation as a useful item in their bag of managerial tricks. It is for them a manipulative device for getting people to do what they want, under conditions that delude the 'participators' into thinking they have a voice in decision-making.*
>
> *A fourth group of managers makes successful use of participation, but they don't think of it as a panacea or magic formula. They do not share either the unrestrained enthusiasm of the faddists or the fear of the critics.*
>
> D McGregor, *The Human Side of Enterprise*, Mcgraw, 1994

It is essential that senior administrators and headteachers recognise that participation has positive benefits for management and teachers alike. Both groups must recognise, however, that, at the end of the process, responsibility for making the final decision lies with management.

Encouraging administrative efficiency

Administrative efficiency must be the ultimate goal of the District Education Officer and others involved with personnel management and the related support services. A belief is created that the management and the administration of the education service are inefficient where teachers experience the following:

- long delays in receiving answers to their their correspondence
- lost letters
- a lack of clear and consistent policies
- salaries paid late and incorrectly.

Often the cause is not hard to identify and includes:

- long lines of communication
- lack of authority at local office level to make routine decisions
- poor record systems
- inadequate office procedures.

Ineffective management is the first link in a chain which leads to teacher disaffection, lack of commitment and low morale. This fuels teachers' belief that no-one in authority really cares about them with the final result being the loss of quality in the education provided for pupils in schools.

1 *No operation can be called efficient unless you have objective measures by which to judge its efficiency – and apply them rigorously.*
2 *Organisation can have as profound an effect on efficiency as anything else – and the optimum efficiencies won't be obtained unless the organisation principle is challenged and, if it fails to meet the challenge, changed.*
3 *The way things have always been done is unlikely to be the best way in which they should be done now – and is guilty of promoting inefficiency unless proved innocent.*

Robert Heller, *The Business of Success*, Sidgwick and Jackson, 1994, London

It is essential that there are regular, in-depth reviews of the administration procedures at all levels of the education service. Successful administration depends on having a clearly defined scheme of delegation within the Ministry of Education, a well-trained and motivated office staff, clear procedures understood by all involved, good and well-maintained records and regular reviews of office practices. The introduction of new technology must be encouraged, provided that adequate preparations are made in advance.

11 The Communications Network

Communication within the education service

Without a lot of thought and effort being given by those in authority to the best and most appropriate form of communication other endeavours to improve the education service will be wasted. In many countries the art of communicating ideas, principles and policies to all members of staff, promoted and unpromoted, has been given little priority by senior administrators. The result has been that major educational initiatives have often withered after a promising start.

Activity 11.1

As a Divisional Education Officer ask yourself the following questions and then study your answers:

(1) How often in the past three months have I visited the workplace of the staff in my control and exchanged views with the staff?
(2) Have all the schools under my control been visited regularly? Has the officer visiting schools met the staff as well as the headteacher?
(3) How can I ensure that the work for which I am responsible is carried out without undue delays in the reaching and notifying of decisions?
(4) Do I hold regular management team meetings? Have these an agenda to which all members of the team can contribute? Do I take account of all the views expressed at the meeting before reaching a decision?
(5) How are members of staff briefed when new policies are introduced?
(6) How do I learn of new, but worthwhile, suggestions proposed by an office junior or a teacher in a remote school?

Why communicate ?

It is essential that a clear policy on communications be adopted to ensure that all personnel, both administrators and teachers, are fully aware of the policies, practices and procedures of the education service. They must also know how they, as individuals, can make positive proposals for improvements in both teaching practice and administration.

Communications are necessary for a range of purposes, including:

- to provide staff with essential knowledge of policies and practices
- to alter the direction, where necessary, in which the service has operated in the past
- to seek the co-operation of employees in developing new policies and procedures
- to raise parental and community awareness of what is happening in schools.

Forms of communication

The kind of communication used may take a variety of forms, with the type of media selected taking account of the audience to be targeted. Care is necessary in drafting any document to minimise the possibility of conveying a wrong message within the context of the complete communication.

Activity 11.2

The various forms of communication include:

- letter – circular or personal
- General Notice – for staff notice-boards
- Standard Circular – after perusal by interested groups filed for future reference
- Staff Manual – listing procedures to be followed
- meetings with headteachers
- meetings with trade union representatives
- media briefings – to gain the co-operation of the media and inform the public.

Do you employ all of these to the full?

More than one of the above will be necessary to ensure the information is distributed as widely as possible.

One-to-one contact with teachers

That they be seen by the pupils, parents and the community as a caring organisation, District Education Officers and headteachers should take steps to ensure that staff in their offices and teachers in the schools respond quickly, courteously and openly to all enquiries.

Visits to schools by inspectors and other senior administrators provide the opportunity for teaching staff to:

- discuss current developments
- make constructive comments
- air their views on pertinent issues.

Such a forum greatly improves morale and motivation. While this, to a busy administrator, can be time-consuming its value cannot be over-estimated.

Personalising correspondence

Within a personnel department, wherever it be located, an appointment, a transfer, a posting, a promotion or the acceptance of a resignation is just one of hundreds of similar assignments carried out every day. The task is treated as a routine procedure and has no particular significance to the officer dealing with the case.

To the teacher, however, it is a very personal and important matter. It may be a first appointment, a first failure in the promotion ladder, a final letter before leaving employment after many years of faithful service.

It is, therefore, important in the drafting of letters of a routine nature to give consideration to the way in which the reply will be viewed by the recipient. A personalised form of address, a few carefully chosen words to introduce the decision and a final phrase such as 'best wishes for your future' can make the Ministry of Education or the Teaching Service Commission appear less bureaucratic and a more human and understanding employer.

Word processors can be programmed to produce standard letters containing a range of phrases and sentences to convey decisions in a warm and friendly manner. Even although the message to be relayed is a standard reply the intelligent use of a word processor can ensure that each message is personalised in address and greeting.

Activity 11.3

Consider the following case:

A young teacher of some ability makes a written request for an undefined period of leave to nurse her mother-in-law who has a minor illness.

The reply can be precise, formal and impersonal:

> Dear Madam,
>
> Your letter of 10th inst. requesting leave to attend a relative who has a minor illness has been considered. In terms of your conditions of service this cannot be granted.
>
> Your obedient servant,
>
> Personnel Officer.

Alternatively, the same answer can be conveyed in a more sympathetic and friendly tone:

> Dear Mrs Dlamini,
>
> Your letter requesting leave to look after your mother-in-law who is temporarily ill has been carefully considered. Unfortunately, the regulations covering leave to nurse near relatives cover only very serious illness and, as a result, I regret that I cannot grant your request.
>
> I do hope your mother-in-law returns to full health in the near future.
>
> Yours sincerely,
>
> Robert Mbuya
> Personnel Officer.

If you were the young, enthusiastic and committed teacher which letter would you find to be more encouraging?

12 District Personnel Services

Equality of opportunity

Stereotypes

She said to him,
The academic life must be pleasant –
you're a professor, how nice.
He said to her
Well, maybe some day
you'll marry one.
She said to him,
Why should I marry one
when I can be one!

Natasha Josefowitz in *Paths to Power – A Woman's Guide from First Job to Top Executive*, Columbus Books, 1986, London

The pursuit of achieving equality for women and the creation of equal opportunities for all disadvantaged groups lies not only with the head-teacher and teachers but also with the District Education Officer and the district staff.

The District Education Officer has, as an on-going part of his/her role, a responsibility to ensure that all officers in the district and the staff of all schools act at all times in a responsible manner with regard to the following:

- equal opportunities legislation and regulations
- the promotion of good practice as defined in the notes of guidance issued by the Ministry of Education
- the employment of a curriculum, textbooks and materials free from bias
- sexual harassment and racial prejudice
- the implementation of unbiased procedures and practices relating to the employment of both sexes irrespective of tribal or religious background.

Clear and unequivocal leadership in these matters is an essential element of the role of the District Education Officer.

Activity 12.1

(1) Are there any common practices in your country which reinforce inequality? What are they?
(2) Do they arise from lack of policy, of poor practice or of thoughtless procedures?
(3) What, in your post, can you do to improve the present situation?

Appointment

Before an appointment is authorised the D.E.O. must be satisfied that a vacancy exists and that there are adequate budgetary resources available. When it is agreed that the vacancy be filled the headteacher can be invited to draw up a job specification outlining the qualities sought from the applicants. The D.E.O. should also ensure that gender and teaching subject balance is included in the specification.

The next step in the process is to determine whether any other school in the district is overstaffed. If so, the vacancy should be filled through the transfer procedures.

There should also be a register of teachers who have asked for transfer to another school. This register should be examined and if a legitimate request exists the vacancy should be offered to the teacher seeking voluntary transfer.

An appointment should be made only when it is not possible to fill the vacancy from within the system.

In some countries there is a national register of trained teachers suitable for permanent appointment as primary or secondary teachers. Only where there is no candidate available from this register should an untrained teacher be appointed. In the latter case the appointment should be temporary.

Confirmation

Before confirmation is recommended to the Teaching Service Commission it is essential that the probationary report from the headteacher is carefully examined. Where a poor report is received an investigation should be made and, if it is agreed that further experience would be beneficial, a transfer to another school should be arranged.

Promotion

Apart from promotion to the post of headteacher or, in the case of secondary schools, deputy head, most promotions can be arranged at district level. Once the best candidate has been identified through appraisal, inspection reports and, possibly, by interview, a recommendation for appointment can be made to the Teaching Service Commission or the Ministry of Education.

There must be detailed guidelines, prepared by the Teaching Service Commission or Ministry of Education, on the methods which will be used to fill promoted post vacancies. If the system is to be respected these must be agreed with representatives of the teaching profession.

It is advisable to have, as an integral part of the promotion system, a selection board comprising:

- member(s) of the Teaching Service Commission
- the District Education Officer (or nominee)
- the headteacher of the school
- a subject specialist or teacher with appropriate classroom experience from another school.

There should also be a requirement that every selection board must have a minimum of one representative from each of the sexes.

A board of such composition reassures teachers that there has been a substantial professional input into the selection process. As a result the concept of professionalism is reinforced.

The advantages of having a substantial professional input into the selection of headteachers should be recognised by the Teaching Service Commission or other body which has this responsibility.

Leave

Responsibility for the granting of leave, both paid and unpaid, up to but not beyond certain limits should be delegated to the District Education Officer. This will include leave for:

- in-service training
- maternity leave
- compassionate leave.

Vacation leave should be included as an integral part of conditions of service and, as such, be in the control of the heateacher.

Payment of salaries and allowances

While it is the responsibility of headteachers to notify the district office of alterations to salary and allowance payments to teachers and other school staff, the D.E.O. must ensure that such intimations are processed without delay.

It is also useful if a simple 'fail-safe' system is devised within the district office, probably by the finance officer, to detect changes which have not been reported by schools. Appointments, transfers or promotions initiated by the District Officer should be noted in a diary and each month a check made to ensure that the headteacher has submitted the appropriate proforma notifying the consequential salary and/or allowance alteration.

A monthly reconciliation should be made by the finance officer of the names of staff in post in each school against staff being paid. This immediately detects not only 'ghost teachers' but, more importantly, teachers in post who have not been paid.

Discipline and grievance

While the preliminary stage of both the disciplinary and grievance procedures is school-based the District Education Officer normally has the responsibility for:

- handling the first stages of disciplinary and grievance hearings involving the headteacher
- adjudicating on appeals by teachers against decisions made by the headteacher
- administering action to be taken on judgements which involve demotions and loss of salary.

Activity 12.2

Review the answers you made to the questions in Activity 12.1
Having read this chapter do you wish to revise any of your initial responses?

13 Implementing National Policies

Introduction

While national policies are formulated at the Ministry of Education the District Education Officer will have the ultimate responsibility for their implementation in schools in the district. How best can this be achieved?

Activity 13.1

As a District Education Officer committed to the principles of devolution and delegation you are responsible for the introduction of a new policy on the community use of schools in your district.

In implementing this policy:
(1) What steps would you take within your office?
(2) What would you authorise to be done at district level?
(3) What degrees of freedom would you permit headteachers to have when putting the policy into operation?

Gaining the full co-operation of staff at all levels of the education system is as important an element of personnel management as that of promotion arrangements for teachers or arranging professional development and support. District Education Officers must encourage those at district level – education officers, inspectors and teachers alike – to develop their educational and administrative skills. Such action will allow the rich variety of talent and abilities in district offices and in schools to be stimulated and captured for the benefit of the education service as a whole.

Roles in policy implementation

Finally, our view is that, regardless of the policies proposed, strategies still have to be developed to address the real material constraints in schools – teachers, textbooks, administration, and so on – and that these are questions not so much of policy or a change in direction, as of establishing a culture of learning in the schools. New policies depend crucially on their context of implementation.

Bennell, Chetty, Chisholm, Monoyokolo and Taylor, *The Education Renewal Strategy: An Agenda for Negotiations*, University of Witwatersrand, Feb 1992

The need for careful planning of all the elements which are involved in implementing a policy is crucial. In the first place, the role of each level of management should be clear. For example:

- Senior officers at the centre (Ministry of Education, Teaching Service Commission, etc.) are responsible for formulating the policy, drafting the necessary guidelines about aims and objectives, providing the resources and establishing the monitoring arrangements.
- The District Education Officer and staff at the district – education officers, inspectors, etc. – having been briefed on the outcomes expected when the policy is implemented, must ensure that the resources allocated by central government for its introduction are released as required. They must also guarantee that monitoring and external evaluation are undertaken at the appropriate time.
- The breadth and scope of the arrangements for implementation should be developed, wherever possible, in consultation with headteachers and the staff of the schools involved.
- The headteacher, in consultation with the school staff, and using the principles of development planning, must have the final responsibility for putting the policy into operation.

By choosing such a strategy the ownership of the actual form of the policy adopted is firmly that of the school – its headteacher, its staff and its community. Commitment and motivation of the staff will be enhanced.

Pilot schemes

Before guidelines covering these factors are finalised there should be a period of consultation between the District Education Officer and the district staff with representatives of headteachers. It is often advantageous to have a pilot scheme involving a number of schools before the final implementation arrangements are publicly announced.

From such pilot schemes minor modifications to the policy and/or the form and timescale for its implementation may be necessary. Where this is seen to take place teachers feel reassured that those at district level are concerned with the problems of implementation and do listen to the advice of practitioners. They should also be confident that legitimate concerns are referred by the district to the centre and that some action to correct the problem identified is possible.

The principle of partnership

Accountability and partnership are basic tenets of policy implementation. Schools, through 'development planning' mechanisms, must be given the assurance that they can negotiate their own priorities for development within a given period with the local representative of the Ministry of Education – the District Education Officer

'Development Planning' confirms two-way accountability and emphasises partnership between the schools and the Ministry of Education.

Monitoring and evaluation

Schools should be encouraged to develop self-evaluation techniques based on the targets set by the Ministry of Education and on the performance indicators they themselves have fixed. This form of monitoring should take place at regular intervals.

Where deficiencies are identified the necessary steps should be taken to correct the situation without awaiting the external evaluation process.

There should also be some form of external evaluation through inspection, possibly on a sampling basis.

Feedback from both processes is essential, as it permits essential modifications to the policy to be made. In addition, some adjustments to the school's own development programme for the next two to three years may be necessary.

Activity 13.2

Having now read this chapter would you want to alter your answers to the questions posed in Activity 13.1?

If so, what changes would you make to ensure that the policy would be implemented in a more committed manner?

14 Co-ordination of Support Services

Professional staff in the district

If District Education Officers are to act effectively they must be supported, in each district, by a reasonable establishment of professional officers. These would include:

- Education Officers who are responsible for general professional duties
- Advisers or Tutors responsible for curriculum development, staff development activities and the provision of support materials
- Inspectors responsible for quality assurance, providing independent advice to both the Chief Inspector of Schools and to the District Education Officer
- a Finance Officer who supervises the District Budget and provides budgetary advice to headteachers and School Boards.

It is recognised that in some countries inspectors wear two hats, acting both as quality assurance experts and also as educational advisers. These complimentary roles have been separated out at this stage for clarity.

Further comment on the inspectorate can be found in Chapter 24.

In-service training

Due to limited finance it is imperative that the majority of staff-development activities are school-based. Nevertheless, there are certain training activities which are beyond the capability of most schools. These relate to:

- new teaching techniques
- the introduction of new curricula
- the use of recently available equipment
- courses to assist individual staff identified by appraisal as having special needs.

In such cases, specific courses mounted by the district advisory and tutorial staff make economic sense. Small groups can be introduced to the material and, on return to their schools, can spread their new knowledge to other members of staff. This 'cascade' method overcomes the problems associated with limited funds and shortage of time to introduce new concepts.

Another useful device which can be adopted by the District Education Officer is to arrange for groups of schools in the same vicinity to link together to form 'clusters'. Members of staff with common interests can meet together outside normal school hours or on in-service training days to exchange experiences, spread new methods and ideas and jointly plan the introduction of a new curriculum. This is a particularly useful strategy in rural areas where isolation often diminishes enthusiasm and drive. It is important, however, for transport costs to be refunded or, where no transport exists, to make arrangements for teachers to be taken to a central school.

It is of mutual advantage to involve the staff of Teacher Training Institutions in the delivery of in-service training. This ensures that all the staff of the T.T.I. understand current problems faced by teachers and, consequently, that pre-service courses are relevant to what is happening in schools.

Teachers' Centres, comprising one or two classrooms and a staff area, can provide a focal point for staff development, a library of resource material and a production centre for locally produced educational materials. They can be staffed by a tutor or retired teacher who is responsible for ensuring that resources required for courses run by advisers are available.

Inspection

Primary Inspectors should be based at district level. While ultimately responsible to the Chief Inspector they should, for day-to-day management purposes, work under the direction of a District Education Officer.

Unless there are large numbers of secondary schools in a district it does not make economic sense to base specialist advisers permanently at a local office. They may be attached there for limited periods, carrying out their duties under the general direction of the D.E.O.

Their reports should be made available to the District Education Officer, thereby allowing any necessary corrective action to be taken without undue delay.

It is recognised that in some countries this proposal may change the line of reporting and the management of day-to-day control of the inspection service. There is no reason, however, for this to cause any deterioration in the quality or integrity of the work of inspectors or in their status in the education service.

The inspection process can be assisted by regular reviews or audits of performance of departments carried out by members of staff of the school. Such reviews allow an evaluation to be made of the effectiveness of existing practice and, more importantly, the value of new teaching and learning methods. As members of staff are deeply involved in the review their findings are, generally, more acceptable to colleagues than those which come from 'outsiders'.

(The role of inspectors is discussed in more detail in Chapter 23.)

Financial management

If District Education Officers are to be delegated the authority and responsibility for the operation of the education service in their districts they must

have a budget within their control – a budget which covers all the staff and related schools costs.

This will be a substantial budget which must be distributed equitably, spent wisely and monitored effectively. If this duty is to be effective it is essential that the D.E.O. has a qualified finance officer as part of the district staff.

Transport

All too often district staff are desk-bound, due to lack of transport. In many cases this is due to poor maintenance, bad scheduling of vehicles and indifferent forward planning of the diaries of the professional staff. If these difficulties are to be overcome the responsibilities of the D.E.O. must include staff movements and transport.

Co-ordination of activities

It is essential that reports made by education officers, advisers, inspectors and the finance officer are co-ordinated by the District Education Officer. For example, an inspection report might well identify the need for specialised training of members of a science department; advisers will then have to visit the school and discuss the type of training with the staff; an in-service course, thereafter, may have to be arranged with the Teacher Training Institute.

Limitations on transport availability may require that school visits by different officers are co-ordinated. Various mechanisms to ensure that members of the district staff work as a team must be investigated and developed.

Activity 14.1

(1) Has the District Education Officer in your country all of these powers and responsibilities?
(2) If so, are they wisely used? If not, why not?
(3) Are there any other educational activities which should be co-ordinated at district level?

15 Teachers' Records

Activity 15.1

(1) In your country where is the principal copy of the teacher's record maintained?
(2) Was this location chosen as a result of
- a historical policy?
- a move to decentralise educational management?
- a decision to improve the accuracy of records?
- other influences?

Introduction

There are two booklets which deal with matters closely related to the content of this chapter.

The first booklet *Good Registry Practices* (Commonwealth Secretariat, London) provides guidance on methods which can be adopted to ensure that files are stored in a systematic fashion and, when in circulation, can be tracked.

The second of these, *Developing a Data-Base for Teacher Management* (I.I.E.P., Paris) considers the actual content of a teacher's record and the steps which must be taken before objective data in the record can be processed to form the basis of a Management Information System.

This chapter aims to produce guidance on the best location for the different types of records in a system where significant decentralisation of management has taken place.

Records for day-to-day management

> *A well organised system for the supervision of teachers supported by an efficient records system is essential. Management owes it to the teachers to pay them the correct amount and on time, to show them how good performance will be noted and recognised and lead to advancement; to show a personal concern over their professional difficulties or their personal problems, bereavements and so on. If these things are neglected through a poor records system, then absenteeism by teachers, dropout from the profession, poor lesson preparation, apathy and general frustration are often the result.*
>
> Personnel Information Records and Management Procedures in the National Education System, Report of a Regional Workshop held in Gaborone, Botswana, March 1986

The record system is the essential core of any personnel office. It is, therefore, important that the relevant documents are kept in good order, the contents are up-to-date and individual records can be located at all times.

Three types of records are maintained, namely:

- records of individual teachers
- records of all schools, colleges, etc.
- summary records providing data for the management of the service.

Teachers' Records: These are required to provide a complete service history of each individual teacher. They contain evidence of birth date, educational qualifications and training, teaching service, breaks in service, recent appraisal reports, any disciplinary action taken, etc. This information is essential for posting, for transfer, for promotion, for salary calculations and, not least, to provide the necessary data for payment of pension on retirement.

Establishment Records: These show the name and address of the school, the roll by stages, the accommodation available, the staffing entitlement and the number and names of the teachers in post. In this way any deficit or surplus of staff can be monitored on a continuous basis.

In a decentralised system it is essential that these records are maintained at local level – the District Education Office.

Records for planning the education service

Summary Records: This third form contains collated data. This is necessary to prepare the input required for global educational planning activities such as budgetary preparation, teacher supply and demand, monitoring staffing standards, curriculum innovation, setting staff development priorities and other similar management tasks.

If the vast data-bank of information, tied up in individual teacher records, cannot be retrieved to provide a picture of the education service as it is at any point in time, the record system, as a whole, is of limited value. Hence, the need for a comprehensive Teacher Management System based on an accurate data-base.

Senior administrators working in both the Ministry of Education and the Teaching Service Commission must have immediate access to some form of aggregated records. Provided they have this data they seldom have need for individual records.

Location of records

Efficient management of the education service demands that teachers' records be maintained locally and that only the aggregate records are needed at the centre.

Acceptance of this principle is probably the key which unlocks the door to efficient local-level management. It requires a major change in direction in most countries, with a significant increase in the number of posts of personnel officers and registry clerks at district level and the virtual abolition of personnel officers at the centre. Such a move will also have consequences for accommodation requirements in district offices.

A change of this nature will have considerable financial repercussions. However, to ignore the need for such a change will prove more expensive in the longer term, particularly as the education service continues to expand. Without a sound and efficient personnel system teacher motivation and morale will suffer and the quality of education provided will diminish.

Reference numbers for teachers

It is essential that, on appointment, a unique reference number be assigned to a teacher. Various systems can be used for this purpose:

1 A serial number can be allocated, but this must be on a national basis, for example 126543, the next teacher being 126544 and so on. Such numbers, however, teachers find difficult to recall.
2 The number allocated could be of two parts, the first relating to the year of initial appointment, the next being a serial number as above, for example, 81/6543.
3 Where a national registration system exists the identity number of the teacher could be used.
4 An 'intelligent' number can be devised which can be deduced from personal information relating to the teacher, for example:

RAMAT/MJ/25.07.65

This comprises the first five letters of the teacher's surname followed by the initials of the forename(s) and the date of birth. Provided teachers supply their full names and dates of birth when corresponding with the education office the teachers can be identified and their files found.

Guidance must be given on the issue of reference numbers to staff as and when first appointments are made.

Security of files

Precautions must be taken wherever files are kept to prevent:

- unauthorised access to the file
- the leaking of confidential information
- malicious damage to records, notably the removal or alteration of information detrimental or advantageous to a teacher
- possible fire damage to the record system.

Training of Registry staff

All staff employed in Registries must receive induction courses on appointment and on-the-job training on a regular basis. Attendance at short courses, where the various filing techniques are taught on a structured basis, is also essential if a high standard of performance is to be expected.

Bridging the gap

The manual *Developing a Data-Base for Teacher Management* outlines a method by which information from individual records can be collated at the District Office and then transferred to the Ministry of Education.

Manual record systems, by their very nature, do not lend themselves readily to the provision of information required for planning purposes. It is suggested, therefore, that the most appropriate method to achieve this objective is to computerise the basic data which is contained in individual records. In its simplest form the information is summarised on a teacher record card whence it is entered into the computer – in most situations a P.C. is adequate. A computer network system can be established in countries with good telephone links. However, in those countries where 'phones are limited or unreliable, a disc containing all the summarised data can be sent from the district office to headquarters at regular intervals.

A sample record card is attached (Appendix B). This can be adapted to suit the needs of most countries.

Activity 15.2

Have you read the two companion volumes – *Developing a Data-Base for Teacher Management* and *Good Registry Practices?*

If not, it is recommended that you do so before you take any action to change your record system.

The Role of the Centre

D

This section deals with the major personnel tasks of the Ministry of Education, the Teaching Service Commission and other national bodies.

> *A rock pile ceases to be a rock pile the moment a single man contemplates it, seeing in his mind's eye the image of a cathedral.*
>
> Saint-Exupery, *Flight to Arras*, 1942

The ability to look at what appears at first glance to be a series of unrelated and unco-ordinated departments and, from that morass, to visualise a simple, restructured efficient organisation is the gift of the complete administrator. Senior administrators must have a picture in their minds of the target to be attained; they must make a detailed examination of their starting position; from there they must plan with care their preferred approach to reach their goal. This is, without doubt, the primary role of the most senior officials of the Ministry of Education, and, in particular, the Permanent Secretary.

The major thrust of this manual relates to the following objectives:

- schools should be encouraged to provide quality in learning
- teachers' morale and motivation should be raised by allowing them to participate in designing the learning processes
- parents and the community should be encouraged to develop the work of the school
- the district office should exist to support such activities.

To achieve these objectives administrators must adopt, as an integral part of the process of development, the imagery of Saint-Exupery.

Consequently, the role of the Ministry of Education, the Teaching Service Commission or other central body must be restricted to those activities related to policy, budgets, planning and monitoring, namely:

- advising government on educational matters
- translating government policies into educational action
- preparing budgets, monitoring expenditure and allocating resources to educational establishments
- planning the curriculum and national examination policies
- developing pre-service training and any major upgrading courses
- monitoring educational standards
- conducting educational planning activities including the provision of a management information system.

The concept of a large central Ministry of Education must be a thing of the past. The most effective central structure for a decentralised service should be described as being 'lean and hungry'.

It is essential that those working at the Ministry of Education or in other headquarter offices are not distracted from their major responsibilities by day-to-day issues. Where accountability for routine matters relating to teacher management has, effectively, been devolved or delegated to schools, districts and/or regions, senior administrators will have created the time to fulfil these duties with energy and vigour.

The civil service culture in most countries encourages its senior officers to follow procedures prescribed to a degree that personal initiative is frequently stifled. While it is important that regulations, particularly financial regulations, be followed carefully a good administrator will always wish to take positive steps to develop the service for which he/she is responsible.

Regulations must never be the excuse for inaction!

> *When Abe Lincoln was faced with accusations – apparently true – that General Ulysses S Grant was a heavy drinker, he recommended distributing Grant's brand of liquor to the rest of his officers.*
>
> *I agree. I will always choose a brilliant thinker with a few weaknesses over a do-nothing bureaucrat with a perfect record.*
>
> Patrick Cox, an associate policy analyst with the Competitive Enterprise Institute

As a reader, you might not wish to endorse, without reservation, this advice. Nevertheless, the quotation carries a message which all who hold senior posts would do well to remember when making appointments or recommending promotions.

It is important that a management culture be created which encourages all officers to make decisions appropriate to the level of their appointment. Senior managers must ensure that if a junior officer comes for advice he/she outlines not only the problem but also possible solutions.

16 Managing Local Control

The objective

If the principle of local control of the education service is accepted the aim must be to delegate to headteachers and/or other local bodies as much responsibility for day-to-day matters as is feasible. With reasonable guidelines, much more responsibility than was ever believed possible in the past can be entrusted to headteachers, provided they have been adequately trained.

The more local the day-to-day control of the education service the more likely it is to be responsive and effective and, thereby, respected.

Monitoring local control

A devolved system requires some form of public involvement or local political scrutiny. Whatever local body is to fulfil this function it will require to be supported by officers of experience and ability.

> *The key to successful delegation must be the creation of an effective management structure at the level of the individual school. Such a management structure can evidently take many forms. It may encompass a role for parental and community representatives on management committees as in several African countries or on boards of governors as in England. It can take account of the interests of school proprietors such as churches. In all cases an indispensable element is effective day-to-day professional management through the headteacher with, in larger schools, support from other promoted staff. It is for this reason that training – especially management training – for headteachers and aspiring headteachers is central to any programme of decentralisation.*
>
> Keir Bloomer, *Decentralising the Education System*, Commonwealth Secretariat, 1991, London

Preparing for local control

Whatever strategy for devolution and decentralisation is adopted, the transfer of responsibility to headteachers and/or District Education Officers requires much preparation with detailed consideration being given to:

- the workload involved
- a comprehensive formal scheme of delegation
- consultation with staff, teacher unions and professional associations
- a study of cost implications

- adequate preparation and training for all involved
- an evaluation strategy.

Where these issues are fully addressed local control should prove effective and successful.

Some basic principles

Senior administrators planning a decentralised educational management system should bear the following maxims in mind:

1 In a devolved system government must ensure that the organisation responsible for the provision of education is granted, or can raise, the necessary finance to provide the quality of service specified nationally.

The adage frequently quoted by politicians at local level is very true – 'Those who will the end must also will the means'.

2 In both devolved or decentralised systems it is much easier to determine where accountability lies.

For example, if a District Education Officer is responsible for the appointment of teachers then, should a teacher fail to meet expectations, the D.E.O. must shoulder the responsibility. In the same way, if a headteacher is responsible for the school buildings he/she must be able to explain, publicly, why the buildings are not clean or why repairs have not been dealt with.

3 Decentralisation overcomes the all-too-easy response to complaints from parents, teachers and the public – 'It's the Ministry of Education's fault!'

4 Decentralisation of the education system is unlikely to be successful unless other support services are also decentralised. This is particularly true if other government ministries which service teacher management remain centralised.

For example, if the D.E.O. is delegated responsibility for the payment of salaries but still has to write to the Ministry of Finance in the capital city about changes in salary and/or allowances of teachers in the district it is unlikely that there will be any improvement in the existing situation. And so, to achieve significant decentralisation in the provision of government services there must be political will.

5 To be effective in practice any decentralised programme of administration must be accompanied by a formal scheme of delegation expressed in writing. This will detail, clearly and unambiguously, the various powers delegated to officers at different levels of responsibility. It follows that different levels of management will have different thresholds of responsibility showing the following:

- the extent to which individual powers may be operated
- the level to which decisions beyond these limits must be referred.

Other policies

The Ministry of Education must set a good example. There is little doubt that what happens in districts and in schools is based on the practices set by the Ministry of Education. Attention, then, must be paid to:

- an open and relaxed management style
- personalised communications, for example, Dear Colleague rather than Dear Sir/Madam
- a detailed flow of information to schools
- effective participative management
- equality of opportunities including positive gender practices.

Some examples of devolution and decentralisation

In England and Wales the responsibility for the administration of the state education service, including teacher management, is devolved to local authorities. Certain powers are, however, retained by the Ministry of Education. For example:

- The national curriculum is prescribed, in principle, by a government controlled body.
- Arrangements are in place for external assessment of quality standards.

In The Gambia, a small country by many African standards, a scheme of delegation has been devised which empowers District Education Officers, for example, to appoint teachers to schools, provided they have been approved for appointment by the Ministry of Education.

In Lesotho, N.G.O.s have the authority to appoint teachers to their schools, up to a predetermined establishment – the salaries of those appointed being paid by the Ministry of Education.

In the Strathclyde Region of Scotland headteachers have the authority to interview and appoint teachers to both unpromoted and promoted posts, subject to specific conditions. Fuller details of how this operates in practice are given in Appendix A.

Activity 16.1

Having considered the information contained in this guide revise the checklist you completed in Activity B on page 20 to show the changes you believe would improve arrangements for teacher management in your country.

Where would the balance of responsibility now lie?

What related changes would be necessary to ensure that your suggestions could be carried out effectively?

Further information on delegation and on thresholds can be found in *Why Delegate?* by Ian Halliday, published by the Commonwealth Secretariat, 1993, London.

17 Formulating Policy

Policy development

Whenever a new policy is to be developed or a change to existing policy is proposed there will be a wide range of interested parties – pupils, teachers, parents, community representatives, elected members and others. Perhaps no other service financed by government covers such a diverse group as this. Each has a different perspective and different expectations and, consequently, it is often difficult to develop a policy which is appropriate and is acceptable to all. Through the process of consultation an assessment can be made of both benefits and drawbacks which are likely to arise if the proposals are implemented as drafted.

The reason and need for policy formation is frequently triggered by one or more of a variety of occurrences, such as:

- a change in government
- recommendations of a National Commission on Education (for example, for extension of universal education)
- strong manifestations of public or professional dissatisfaction (for example, at increased parental contributions to the cost of education)
- new legislation (for example, changing the school structure)
- accumulating evidence of a drop in educational standards (for example, from national inspection reports)
- research findings (for example, curriculum balance).

In some cases the policy change may affect teachers directly; in others there may be an indirect effect – as when proposals for new housing regulations for government employees are being discussed.

Need for consultation

Whatever the reason for the introduction of a new or changed policy it is important to consult representatives of those who will be affected by it. Wherever possible, views should be sought before the final form of the policy is published.

Where, however, a new policy has already been promulgated by government the need for consultation both about the wording of the regulations and the arrangements whereby the policy will be implemented is absolutely essential.

Even though governments and Ministries of Education have the overall responsibilities in education, there are other stakeholders – teachers, parents, students, religious bodies, political parties, employers in the private and public sectors and their organisations. These stakeholders should be considered as partners in education and should be given every possible opportunity to participate in the formulation and implementation of policies, programmes and other activities in the education enterprise.

It is therefore imperative that in our attempts to revitalise and improve upon the morale and motivation of teachers, we should consider the need to develop institutions in addition to viable and relevant machineries for social and real partnership, at all levels of the enterprise – the classroom, school, local community to the national level.

Tom Bediako, Chief Co-ordinator, Education International, Africa Region addressing the D.A.E. Colloquium in Dar es Salaam. November 1993

The importance of consultation as far as teachers are concerned lies in encouraging them to be party to the change and, by their participation, to become committed to its introduction. Collaboration also ensures that professional knowledge, experience and expertise are fully taken into account when new policies are being formulated.

Stages in formulating policy

Various stages in formulating and issuing policy statements can be identified. These include:

- surveying the present position and, by consultation, identifying strengths and weaknesses
- developing a few pilot schemes to test outline proposals
- following this pilot work, amending, if necessary, the aims and objectives set initially
- drafting the new policy statement
- obtaining, in principle, the agreement of management
- discussing, informally, the draft proposals with interested parties, for example, representatives of headteachers, teachers, inspectors, professional associations, parents, etc.
- revising the policy statement and taking account of relevant opinion and advice
- issuing, formally, for public consultation the draft policy statement
- revising again, as necessary, the policy statement in the light of advice obtained
- issuing the policy statement
- monitoring and evaluating its effect over a period of time.

Activity 17.1

(1) As the Head of a Department in the Ministry of Education (or the headteacher in a school) on which of the following matters would you first consult your staff before you issue a staff directive?
- a 'No Smoking' policy
- eating food in the workplace
- new pension regulations
- payment of salaries
- holiday arrangements
- new working arrangements
- taking reference books out of the workplace.

(2) For those matters where you would not involve staff what are your reasons?

The content of the consultation paper

A good consultation paper has the following characteristics:

- It is set out in unambiguous language.
- The aims of the proposed policy are explained in detail.
- The availability of the paper is publicised.
- Sufficient time is given for all concerned to deliberate on what is proposed and to produce a reply containing reasoned argument.
- No final decisions are made until account has been taken of comments submitted.

Not only does the consultation period afford the opportunity for fresh thoughts to be brought to bear on the proposals it also allows time for those involved with its implementation to come to terms with its implications.

Introducing the new policy

Whenever a new or amended policy is to be introduced by the Ministry of Education a public statement should be prepared and issued. This must outline the reasons for the change, the content and implications of the policy and the action and procedures which will be adopted by headteachers and others to implement that policy.

In addition to the regulations and circulars relating to the new policy, explanatory guidelines about its intentions, its content and its administrative implications are essential. All of this must be communicated to those with an interest. This can be effected in a number of ways, namely:

- notes of guidance for those who will have to implement the new regulations
- seminars for headteachers and other management personnel who, in turn, are required to inform staff under their control
- press releases, radio and television interviews to inform the public.

Activity 17.2

(1) Examine a recent policy document issued by the Ministry of Education. Ask yourself if it is acceptable in terms of the following criteria?
- Is the statement clear and concise?
- Does it allow sensible direction?
- Is it consistent with existing policies in other fields?
- Has everyone concerned been notified?
- Is it acceptable to the majority involved?

(2) In what ways could the document be improved?

Filing policy documents

It is suggested that policy circulars be numbered and dated. The provision of ring-binders allows the circulars to be located readily and replaced as revised circulars are issued. It is very important that the list of all circulars in operation, with their numbers and date of issue, be revised at regular intervals and this index be circulated to all concerned.

18 A Career Path for Teachers

Objectives

A career path exists in all forms of employment for the following purposes:

- to provide leadership in the organisation
- to reward staff of proven experience and ability
- to provide motivation, particularly for junior employees
- to assist the process of delegation of authority.

In the teaching profession, promotion offers the opportunity for good teachers, through mentoring, to assist their less experienced colleagues develop teaching and learning experiences. Unfortunately, the end result of the promotion process is to remove the best teachers out of the classroom.

> **Activity 18.1**
>
> Have you any suggestions which would provide a classroom based career path for teachers rather than one which progressively reduces class-contact time?

The common school career structure

In most countries each school is headed by a headteacher or principal who is normally supported by a deputy head.

In secondary schools the number of other promoted posts varies but there are normally head of department posts and, sometimes, senior teachers.

There are fewer promoted posts in primary schools; where these exist they are mainly senior teacher posts.

In some countries promoted posts are awarded, principally, on the basis of seniority. Such a system inhibits the most able teachers who lose interest after a time, knowing that there is little they can do to promote their careers.

Alternative school career structures

In some countries probationer teachers are paid a very basic rate. This is a strategy which is used to ensure that teachers who do not exhibit any great teaching potential are not further rewarded.

Shortly after confirmation, teachers are eligible to apply for a junior promoted post with an improved salary. This policy is used as a tool to reward the very able at an early age. In such countries the promotion ladder has many rungs. For example, in secondary schools, in addition to the post of senior teacher, there may be:

- assistant heads of department
- heads of department
- assistant headteachers
- deputy headteacher
- headteacher.

The number of posts at each level is usually related to the pupil roll.

One great advantage of such a system is that at the stage of promotion to assistant headteacher responsibility for a range of activities is offered, many outside the teacher's subject background. Experience gained at this stage of an able teacher's professional development in working with colleagues of other disciplines and being a member of the school's Board of Studies serves as an excellent training ground for the most senior posts in schools.

Primary education

Primary schools are less specialised but there must still be opportunities for promotion. A promotion ladder in this sector might well include:

- senior teacher posts
- assistant headteachers
- deputy headteacher
- headteacher.

To provide further experience and to utilise the abilities of the most able primary teachers secondment for periods of two to four years as a Staff Tutor in a district office is possible. Such a secondment provides the width and depth of experience which is so useful before proceding further on the career ladder.

Selection procedures

The Teaching Service Commission or Ministry of Education must establish a clear and unambiguous policy on the selection procedures for teacher promotion.

The guidelines for Selection Boards should include the following elements:

- The post must be advertised and open to all suitably qualified teachers.
- From appraisal and/or headteacher and/or inspection reports a shortlist of suitable candidates must be compiled.
- It is advantageous if the headteacher of the school is involved and a teacher of the same rank and subject discipline from another school. This creates both the ethos of professionalism and respect for the final decision reached.

- Where logistically possible an interview of candidates on the shortlist should be arranged before any decision is reached. The interview panel must comprise all present at the selection process.
- The candidate judged to be capable of performing successfully the job description must be appointed.
- Where no candidate meets this criterion the post must be readvertised.
- All unsuccessful candidates should be notified of the decision reached.

Only by following procedures such as those described above will the promotion system be viewed with respect by teachers in schools.

Activity 18.1

(1) List the steps in the selection for promotion process in your country.
(2) What changes should be made to ensure that the best candidate for the vacant post is selected?
(3) Are members of the teaching profession a part of the appointment process? Do you believe that teachers should be involved? If not, why not?

Training

Encouragement should be given to teachers who wish to pursue a course of study which might well lead them to be better qualified for promotion.

As it would be naive, however, to assume that because a candidate is promoted he/she is fully qualified for the post, appropriate arrangements must be made to assist newly-promoted teachers to fulfil their potential. Suitable courses, not necessarily involving absence from school, can be arranged. They can be organised using distance learning materials or other forms of self tuition, for example, by study of the modules in the *Better Schools* series.

It is part of the responsibilities of District Education Officers to make arrangements to assist and support headteachers who have recently taken up post. In the case of other staff this responsibility lies with the head-teacher.

19 Remuneration of Teachers

Activity 19.1

Before you read this chapter, make a list of all the complaints which you have heard about salaries and allowances for teachers.

Do you, as a senior administrator, experience the same problems? If not, why should such a difference exist? What could be learned from this?

What steps do you think could be taken to improve any real deficiencies which can be substantiated in the payment arrangements for teachers?

Introduction

In many developing countries the available financial resources for salaries of government employees are limited due to a variety of economic factors. It is, therefore, essential in such circumstances to ensure that what is available is distributed in a reasonable and fair manner. If this is seen to be so teachers, along with other civil servants, will accept that government is providing for them in a just and equitable fashion.

In some countries teachers complain that salaries in the education service are not on a par with those paid to other categories of public servants. That being so, teacher morale suffers and, as a result, the quality of teaching and learning is less than it could and should be.

Salary scales and conditions of service for teachers should be fixed, preferably, by negotiation. Whatever method is adopted for the determination of salaries, consideration should be given to the appropriateness of providing:

- different scales for different qualifications
- graded allowances or separate scales related to the degree of responsibility
- a bar at certain points on the scale which can be overcome only by an acceptable appraisal report
- regulations which permit a reduction in salary for serious disciplinary offences.

Comparability of salaries in the government service

As a matter of principle some governments adopt a policy of a common set of salary scales to cover all categories of government employees. Following a detailed assessment by 'O and M' staff of the content of workload, of entry qualifications and of degree of responsibility, a salary scale is allocated to that category of employee.

For example:
Qualified teachers are on scales 1–14; Customs Preventative Officers and Assistant Inspectors of Taxes are on scales 5–11.

The headteacher of a Grade D primary school and a Curriculum Development Officer are both on scale 20–21.

The Principal of the Hotel School, the Senior Curriculum Development Officer, the Assistant Commissioner of Income Tax are on scales 27–28.

The Deputy Permanent Secretaries in the Ministry of Education and other key ministries are on scale 32.

Such an arrangement permits reviews of salaries for different categories to be negotiated when responsibilities change or new working practices are introduced. Furthermore, budgeting is simplified and annual increments and salary increases can be recalculated and paid more quickly.

Spinal scales

A common spinal scale, with different starting and finishing points for different categories of teachers, has many administrative advantages.

Fig 19.1 An illustrative example showing teacher salary scales

Point	Salary	Category
1	1200	Starting point for primary teachers
2	1248	
3	1296	Starting point for secondary teachers
4	1344	
5	1392	Starting point for honours graduates
...	....	
12	2040	Top of scale – primary teachers
13	2088	
14	2136	Top of scale – secondary teachers
15	2184	Deputy Head, Primary School, Grade 3 Head of Department, Secondary School (Grade 2)
16	2232	Deputy Head, Primary School, Grade 2 Head of Department, Secondary School (Grade 1)
...	.....	
20	2424	Head of Primary School, Grade 3 Deputy Head, Secondary School (Grade 2)
...	....	
25	2664	Headteacher, Secondary School (Grade 2)
26	2712	Headteacher, Secondary School (Grade 1)
27	2460	Inspector, Secondary Education

... and so on.

Improvements to qualifications, good appraisal reports and the active pursuit of promotion are all encouraged by the adoption of a well constructed salary structure. As a result, teacher commitment and the quality of education provided are improved.

Increments

While increments may be provided on an annual basis, reflecting experience gained through service, the range of salary points available on the scale should be restricted. Payments solely on the basis of seniority are to be avoided if teacher motivation is to be improved.

Special payments

To reward teachers who are posted to isolated rural schools additional payments are often made.

In The Gambia, for example, a hardship allowance is paid to take account of the higher living costs of remote areas. A bonus of 10 per cent is paid to teachers living in Region 4, the furthest from the capital, reducing to 7.5 per cent and 5 per cent in Regions 3 and 2 respectively. Region 1 has no additional payments.

In Sierra Leone an allowance was paid to teachers in schools where there was a lack of facilities – water, electricity, transport, etc.

Payment of salary

While the simplest administrative arrangement to pay teachers is by bank credit transfer (i.e. a payment being made directly into the teacher's personal bank account) this is not always the most acceptable to teachers, particularly those living outside towns.

To ensure that teachers feel secure about receiving their salaries on a regular basis other methods are often adopted. For example, the head-teacher may receive a cheque covering the salaries of all the staff in the school. This must be taken to a bank to cash – with a resulting security problem.

In very remote areas the District Education Officer may have to visit all the schools in the area to pay the teachers directly.

Whatever method is adopted, it is essential that steps are taken to pay the teachers at the agreed intervals and on time.

Advances

Young teachers on their first appointment, particularly when this is to a remote area, may seek an advance of salary. Such requests must be treated on an individual basis, with consideration being given to a number of factors including:

- distance from their home
- financial background
- type of appointment being offered – permanent or temporary
- type of housing available.

Salary advice and records

Normally, salary scales are well understood by teachers, but there is much less knowledge about allowances and entitlements. It is important, therefore, that both salary and allowances payable are clearly stated in all correspondence regarding an appointment, a posting, a transfer or a promotion.

While it is possible to include current salary and allowance scales within the Conditions of Service booklet, this is not advisable. Every time salaries and allowances are altered, the whole booklet has to be reprinted. It would be preferable and more economical to have a separate leaflet containing the various pay scales, together with the rate of allowances payable.

The same reasoning applies to teacher records. It is suggested that on the teacher's summary record card or on the computer record the appropriate salary is indicated by scale number and point on scale, not by the monetary amount payable – likewise for the allowances due. In this way the administrative work necessary when salaries and allowances are revised will be minimised.

Ghost teachers

The introduction of computerised teacher records will permit a monthly reconciliation of teachers in post against salary payments to be made. In this way it is possible to list, within a few days of the payment of salary, all teachers in post who have not been paid and the names of those paid who do not appear to be in post.

Such use of records for cross-checking is only possible, however, where changes in appointment are notified promptly by schools and/or district offices and computer records are amended at headquarters as soon as any information is received.

Administrative issues

Administrative lapses involving the payment of an incorrect salary or allowance, a non-payment or a delay in paying for a promotion are certain to cause frustration and focus the attention of the teacher on the Treasury or the Ministry of Education – not on the education of the pupils for whom he/she is being paid.

While long lines of communication can be the cause of delay in payment of salaries and allowances other factors can also be identified. These include poor administrative procedures, lack of staff or poorly trained staff, head-teachers failing to notify staff changes as they occur and so on. Priority should be given at all levels to the handling of salary matters. Existing procedures should be examined to ensure the smooth transfer of relevant information between departments.

Where it is possible to persuade the Treasury or Ministry of Finance to decentralise the payment of salary and allowances to teachers great benefits will follow. Lines of communication will be greatly curtailed and it will be much easier for teachers to pursue and resolve perceived problems. The mere fact that teachers will feel more secure justifiably compensates for the additional administrative issues which require to be resolved. A development of this nature, however, requires clearly defined, delegated authority

to both the District Education Officer and the officer concerned with salary payments. It also implies that detailed teacher records will be maintained locally.

Activity 19.1

Having now considered the content of this chapter what proposals should be investigated in your country to improve teacher salary and allowance problems?

20 Conditions of Service of Teachers

An entitlement can only be justified in terms of the mutual interests of the service and the individual. The service is as entitled to expect a competent management performance as the individual is entitled to expect support in producing it.

Developing School Management, A Report by the School Management Task Force, HMSO, London

Principles underlying a Scheme of Service

In many developing countries teachers are employed by the Public Service Commission and, as such, have the same conditions of service as other civil servants. While this may appear, in the eyes of teachers, to be a desirable objective in that it ensures parity of treatment, no cognisance is made of the fact that there are some important differences in the working practices of teachers from those employed in offices and other departments of government. For example:

- Teachers must be on duty whenever pupils are in attendance at schools.
- Leave for teachers should only be possible when schools are on vacation.
- Pupils must be supervised by another teacher whenever their own teacher is absent from duty.
- Teachers have a greater degree of professional responsibility for their own work than have manual and clerical staff.
- Line management arrangements for teachers are much more complex than for other categories of staff.
- Parents and other members of the community have much higher expectations of teachers' behaviour than that of other civil servants in the village or town in which they serve and live.

Moreover, in many countries the number of professional staff in education far exceeds the number of managerial, administrative and clerical staff in all the other ministries together. For this reason, some governments have created Teaching Service Commissions or similar bodies to ensure that conditions of service for teachers meet the needs of a rapidly evolving education service.

Irrespective of whatever body is responsible for conditions of service for teachers, care must be taken to recognise the above principles when adjusting those conditions, particularly when changes are introduced to meet the needs of other cadres.

Contents of a Scheme of Service

The following topics would normally be covered by a comprehensive Scheme of Conditions of Service:

- appointment and initial posting
- equal opportunity policies
- probationary service
- confirmation of appointment
- duties and accountability
- hours of duty
- holiday arrangements
- appraisal and professional development
- promotion
- transfer from one post to another
- sick pay and leave
- resignation
- retirement
- disciplinary procedures and penalties
- grievance procedures
- dismissal
- salary scales and other payments
- loans and advances
- housing
- pensions and gratuities
- special leave – maternity, study, compassionate.

Formulating a Scheme of Service

A Scheme of Conditions of Service may be formulated by one of a number of procedures:

- unilaterally by the Public Service Commission on behalf of government
- by the Public Service Commission or other government body after consultation with professional associations
- as an outcome of joint negotiation between a government body and representatives of teachers.

Democratically, the third option is the most desirable. Where this is not possible some form of consultation should be undertaken before the Scheme is published. Without this teachers will believe that their conditions of service have been imposed upon them and the element of participation, which is so highly desirable in raising morale, will have been lost.

Code of Conduct

In parallel with the Scheme of Conditions of Service, the Ministry of Education or the Teaching Service Commission, hopefully following consultation with teachers' professional associations, may issue a 'Code of Conduct' for teachers. While such a code does not have the same legal standing as conditions of service it will set out plainly standards expected of

the teacher and indicate clearly behaviour which is regarded as unacceptable and which can lead to disciplinary action. The example shown in Appendix C draws together clauses from codes currently in use in a number of African countries.

SECTION

Other Matters of Consequence

E

No publication on Teacher Management would be complete without detailed comment on:

- Gender Issues
- Professional Development and Support
- School Inspection

While commentary has been made on the above topics in the relevant sections of this handbook each of these three issues has such major implications for teacher management that further elaboration is provided in this final section of the manual.

It is appreciated that there are many other publications available relating to these matters; the following chapters do no more than highlight certain principles which educational administrators would do well to note.

21 Gender Issues

Promoting equal opportunities

In the long term the most important contribution that the education service can make to the promotion of equal opportunities is to enhance the aspirations of young women and equip young men to live in a society in which traditional stereotypes of men's and women's functions and status no longer apply. The recommendations of this report are, therefore, designed to ensure that:

1 *The comprehensive education service itself offers a model of equality of opportunity in operation and constitutes a microcosm of a non-sexist society.*
2 *The curriculum does not tend to steer young people into traditional sexist decisions about either the pattern of their education or their future careers.*
3 *The education service endeavours to make the fullest possible contribution towards the realisation of equal opportunities in society at large.*

Sex Equality in the Education Service: Report by a Strathclyde Regional Council Education Department Working Group, February 1986, S.R.C. Glasgow

What are the issues?

It is essential that in all aspects of the work of the education service care and attention are directed towards overcoming discrimination which can arise in the implementation of educational policies. The following are the most common problems which are regularly identified:

- unequal gender balance in school admissions
- higher drop-out rates by girls from school
- gender stereotyping through historical curriculum structures and vocational guidance
- sexual harassment of girls and women teachers
- inequalities in promotion arrangements
- timing of extra-school activities which disadvantage working mothers.

Education provision for girls

Many of the inequalities in education provision which occur in most countries arise through cultural and historical attitudes. Barriers which exist, both real and apparent, must be addressed and solutions found if equal

opportunities for all groups, irrespective of sex, background, race and religion are to be created and sustained.

In some cases, a restricted family budget may play a large part in selecting which member(s) of the family attend(s) school. In others, traditions may demand that the girl assists in the home.

It is not a simple matter to overcome such situations. Government must encourage a change in attitudes through education, public statements, media presentations and the like. The school itself, by its local presence, can tackle such issues by organising meetings and inviting both parents to attend. Topics which could be addressed include:

- the curriculum structure showing that it is as relevant to the needs of girls as it is to boys
- availability of bursaries and/or grants
- physical facilities for girls
- personal, social and vocational guidance programmes
- parental roles in school policy formulation.

Conditions of service

Women teachers must have the same rights as men in their conditions of service. While in some countries management may contend that this is the position, closer examination shows that this is not so. It is often found that women teachers do not have the same rights to housing, loans and certain allowances as their male counterparts.

In applying conditions of service agreements officers must take care not to disadvantage any teacher because of their sex. For example, it is essential to ensure that where a marriage of teachers breaks down a sympathetic view is taken of a request for transfer and the provision of a house for the partner who moves elsewhere.

Cases of alleged sexual harassment must be treated as a matter of priority. An impartial investigation by an independent officer must be carried out as soon as the case is reported and appropriate action taken without delay. In serious cases the teacher concerned should be suspended from duty.

Educational policies

Policies formulated by the Ministry of Education must be carefully framed to ensure that equal opportunities exist for all groups.

Steps must be taken to ensure that:

- teachers are sensitised to policies which seek to redress gender and other inequalities
- appointment and promotion policies permit that both sexes (and other minority groups) can rise through the education system without discrimination
- all subjects in the curriculum are freely and equally available to both genders
- approved textbooks do not reinforce traditional roles.

Where a need is identified to correct the existence of any serious imbalance in gender, race or religion a positive discrimination policy may have to be introduced. If so, this should be accompanied by a statement indicating the reasons lying behind the new policy, the objectives to be achieved and a timescale for its implementation. By adopting such an approach a climate will be created which should not make any other group feel aggrieved.

Communications

All too frequently positive action on gender issues can be negated in government communications by the inappropriate choice of words. Each letter, memo or press release must be scrutinised to ensure that it does not infer or imply one sex rather than both.

Statistics

If equal opportunity legislation and regulations are to be monitored effectively it is essential that appropriate statistics are collected by gender. The required data would include:

- pupil attendance
- drop-out rates
- promotion rates from primary to secondary school
- teacher appointment
- teacher promotion
- teacher utilisation
- cases of harassment
- officers in districts, inspectorate and other Ministry of Education cadre.

Without information on these matters it is well-nigh impossible to provide answers when questions of alleged discriminatory practices are raised in public debate.

22 *Professional Development and Support*

Organisation of staff development

Traditionally, the professional development of teachers has been provided by a series of in-service training courses prepared by the Inspectorate or the staff of teacher training institutions. The number of teachers who benefit by attendance is but a small fraction of the teaching force; the courses are *ad hoc* in nature and not targeted at the training needs identified by appraisal and school development planning. It is imperative that new forms of access to professional development be found which have the ability, through a range of techniques, to cover all teachers at a cost which can be afforded.

One approach now being adopted in some countries is to make the teacher responsible for his/her own professional development. For example, in the United Kingdom doctors and nurses must undertake a predetermined number of hours of approved training each year if they are to maintain their registered status. In other countries headteachers are allocated a sum of money for each of their teachers which can be used only for staff development activities.

A pre-requisite for any comprehensive staff development programme is the involvement of the teachers in its design. Without their co-operation and commitment little will be achieved.

Forms of in-school staff development

One effective way of implementing this at school level is by the creation of a Staff Development Committee whose task, in co-operation with the headteacher, is to develop a comprehensive programme of professional development activities taking account of the following factors:

- meeting the needs identified by appraisal of teachers and through the processes of school development planning
- staffing it mainly through peer support
- ensuring it can be sustained, year on year
- planning it within the resources available.

School clusters

Where it is impractical to provide appropriate staff training within the school the opportunity may well exist to provide it in co-operation with other schools in the neighbourhood. Such an arrangement can benefit from

the assistance (study circles, self-help materials, etc.) which teacher associations and unions can provide.

School clusters have proved effective in many countries, particularly in rural areas, especially when the major problem, the provision of transport, has been overcome.

Resource materials

Part of the school library should provide training materials which teachers can access. Books, cassettes, and other information can be supplemented, from time to time, from central libraries and Teachers' Centres.

The headteacher, through the school Staff Development Committee, has the responsibility for identifying suitable materials and arranging appropriate support, when necessary, from the D.E.O. or the staff of the Teachers' Centre.

The Teachers' Centre provides a locus for:

- planning the implementation of curricular development policies
- staff development activities
- production of resource materials for both teachers and pupils
- a base for a peripatetic advisory and tutorial service.

Partnerships for professional development

In many developing countries the teacher unions and professional associations have a positive policy on professional development and support. It is important that this pro-active role is recognised by the Ministry of Education, drawing on the expertise on offer to plan courses for groups of teachers and to provide support for individuals.

The same is true for N.G.O.s, parents and the wider community who can provide specialist support, for example, in book-keeping, computer studies and other skills used in the work-place.

The role of colleges and universities

Not all professional development needs can be met by the school or with assistance from the district staff. The colleges of education and the universities must assist with in-service training as they do for pre-service courses. Qualification upgrading, accreditation and specialist training can best be provided via the higher education institutions.

One true criticism often made is that staff in colleges of education, after a number of years in post, are remote from current classroom practice. This defect in the system can be overcome by arranging one session exchanges between suitably qualified and experienced college and school staff.

Merit award schemes

It is possible to design merit award schemes which reward individual teachers who show exemplary service. This could include a scheme for teachers who use new techniques learned through staff development programmes to extend wisely the learning opportunities of their students.

Conclusion

There must be a coherent, overall plan of action for the professional development of teachers to meet the needs articulated by both management and teacher alike. The plan must be supported by a network comprising the District Education Officer, the inspector, the adviser, the tutor, the Teachers' Centre, the professional associations and all who can support the classroom work carried out by teachers.

The ultimate aim of this process must be to provide life-long training opportunities for all teachers which assist them to acquire new knowledge, improved skills and increasing competencies. Only by cultivating a well-qualified teaching force will quality in learning be achieved.

23 *Inspection or Quality Assurance?*

> ***Activity 23.1***
> (1) Using your personal experience and knowledge define the role of an inspector.
> (2) What are the personal attributes of a good and well-respected inspector?

The historical role of the inspector

If quality in classroom education is to be guaranteed there is a need for systems which provide:

- teacher support (including a staff development programme)
- monitoring and evaluating of teacher and school performance.

In many developing countries the Inspectorate has the responsibility for both these functions. To many teachers this duality of role causes a problem in that the teacher is not sure which 'hat' the inspector is wearing when a classroom visit is made. On one visit the inspector is providing assistance and advice helping the teacher to improve his/her performance, while on the next the same person is inspecting the same teacher and monitoring the standards he/she achieves.

There is a growing belief that it is no longer a tenable proposition that a single body can be the major force involved with curriculum advice and teacher support and, at the same time, carry out objective evaluations of the quality of teaching and learning in schools. For this reason there is now a move in many countries to separate the role of adviser from that of inspector.

The role of the Inspectorate

Inspection can be viewed as having four separate purposes:

- assisting with policy formulation at national level
- identifying good practice which should be disseminated throughout the system
- moderating externally, on a sampling basis, the results of self-evaluation carried out by schools

- liaising with the strategic arm of the education service on policy implementation and improving the quality of existing national policies.

In effect, the functions performed by the Inspectorate are concerned with ensuring that schools and other educational establishments provide a quality service. Hence the preferred title of this body in many countries is 'The Quality Assurance Unit' rather than 'The Inspectorate' although its members still bear the title 'Inspector'.

The objectives of 'Quality Assurance'

The operation of a Quality Assurance Unit is to be supportive and developmental rather than punitive and judgemental. Hence, its aim is to offer tools for self-evaluation of national policies as a whole, evaluating the effectiveness and usefulness of existing policies and highlighting the reasons for success or failure of new developments. Informed and useful comment would thus be made on the quality of support provided by the advisers and the problems faced by schools in implementing national and local policies and programmes.

A further role of the Quality Assurance Unit would be to carry out random sampling of schools. For example, members of the unit would carry out thematic inspections looking at various aspects of national education programmes, such as the teaching of mathematics, the effectiveness of the links between school and the local community, the success of guidance and counselling services for pupils, etc. The purpose of such inspection is to assess the progress being made by schools in meeting national policies.

Education Development Service

Complementary to the Quality Assurance Unit there must be a body concerned with the following:

- teacher support at classroom and school level
- curriculum development and implementation
- professional development and support
- development of educational resource materials.

This work can best be carried out by advisers supported by tutors providing what is commonly called the 'Education Development Service'.

Location of Education Development Service and Inspectorate

As devolution of responsibility within the education service becomes more common, with increased responsibility being delegated to headteachers for day-to-day decision-making, including staff development and support and school development planning, it is essential that the Education Development Service is locally based and managed. The District Education Officer is best placed to co-ordinate this work.

On the other hand as the purpose of quality assurance is to evaluate and monitor national standards it must remain a national function.

If the roles of both services are to be performed effectively there must be more advisers and tutors than inspectors. This does not imply that there must be any major increase in establishment – some of the existing inspectors will have to be redeployed.

Application to small countries

Financial restrictions, small population, lack of transport and other logistical arguments may well dictate that, in many developing countries, the advisory and inspectorate services will have to be combined. The lack of suitable personnel may lead to the same conclusion. It is important to recognise, whatever the organisation adopted, that a significant number of inspectors must be locally based and have their work co-ordinated by the District Education Officer.

School input into quality assurance

Teachers must appreciate that when an inspection by members of the Quality Assurance Unit takes place one of the focal points will be an evaluation of progress made in attaining the aims and specific objectives incorporated into the School Development Plan. Hence, it is essential that the headteacher has the following available:

- a statement of the principal objectives agreed for the school
- the latest version of the development plan adopted by the school staff
- a general view of progress made towards its implementation
- the results of self-evaluation carried out by the staff of the school.

Another part of a school inspection will focus on the topics incorporated into the plan to ensure that a reasonable balance between national and local aims and objectives has been achieved.

Quality assurance and inspection

It is important to note that the quality assurance staff will not normally be involved in assessing the capabilities of individual teachers. This is viewed as being, in the first place, the responsibility of the headteacher.

Quality assurance reports

Reports by the Quality Assurance Unit are normally circulated to the appropriate officials in the Ministry of Education, the Regional/District Education Officer, the members of the Education Development Service as well as the school staff. In some countries reports prepared by the Quality Assurance Unit are published and circulated to all who have an interest including N.G.O.s, parents and the press. It is essential, however, to decide on what purpose publication serves before any decision on public access is taken.

Activity 23.1

(1) Having read this chapter do you believe that in your country some form of re-organisation of the role and functions of the Inspectorate is necessary?
(2) What changes, if any, would you specify?

24 Conclusion

The man who removes a mountain begins by carrying away small stones.

A Chinese proverb

The suggestions made in this book, if implemented in full, would require novel approaches, creative thinking and a clear perception of the major changes necessary to formulate modern management structures for the education service. While the introduction of local empowerment requires a clear statement of objectives accompanied by detailed planning it also demands political will and administrative commitment. Nevertheless, the magnitude of the changes a devolved or decentralised system portrays should not deter the Minister of Education and the senior administrators in their desire to improve the delivery and the quality of the national education service.

As the proverb suggests, a start can be made to the removal of the mountain of difficulties by giving away to communities the pebbles of local empowerment. Once the first few moves are made the rest follows in natural progression.

Sadly, the alternative is, through inaction, indifference or apathy, to allow the present system, with all its imperfections, problems and historical structure, to drag on and on until the administrative system grinds to a halt by its own lack of momentum.

It is recognised that not all the proposals for teacher management expounded in this manual are capable of adoption, *per se*, in every country. Adaptation to meet local needs is possible, however, in most cases.

Whatever model is adopted it must be borne in mind that the ultimate aim of an education system is to produce quality in education by providing for all pupils and students excellence in teaching and learning. Management and administration exist solely to support this objective.

Appendix A
Devolution, Decentralisation and Delegation: The Scottish Scene – 1994

> *Vast changes in the structure and content of Scottish schooling have taken place since then (1567) but one feature remains constant, one aspiration undiminished – to ensure the quality of those to whom the teaching of the nation's children should be entrusted.*
>
> J. Lockhart Whiteford, *Handbook of the General Teaching Council for Scotland*, 1990

Introduction

No effective management system ever remains in a steady state – it is constantly developing in order to improve its performance. This is the case in Scotland. The information provided below is a 'snapshot' illustrating the position as it was early in 1994.

Devolution

The U.K. government, through its Scottish Office Education Department, devolves responsibility for various aspects of education in Scotland to a number of bodies. Some of these, relating to teacher management, are as follows:

A Local Authorities

(10 Regional and 3 Island Authorities)

Amongst their other education responsibilities are the following:

1 to employ teachers who must first be registered with the General Teaching Council for Scotland
2 to negotiate jointly, as the management side, with teacher representatives such matters as salaries and conditions of service
3 to be responsible for all personnel matters affecting teachers.

B The General Teaching Council for Scotland (G.T.C.)

(50 members of whom 30 are teachers elected by their peers)

Amongst other responsibilities are the following:

1 to maintain a register of all teachers who are permitted to teach in Scottish schools
2 to evaluate and approve all courses of teacher training
3 to remove from the register teachers who bring the profession into disrepute.

C Universities and Higher Education (including Colleges of Education)

As part of the establishment's degree, diploma and certificate course arrangements to mount courses approved by the G.T.C. for both pre-service and in-service teacher training.

D The Consultative Committee on the Curriculum (C.C.C.)

(members appointed by the Secretary of State for Scotland from Education Authorities, teachers, universities, business, parents)

Responsibilities include the following:

1 to provide advice to the government on the form and content of national education policies
2 to provide curricular guidelines for primary and secondary education within government policies.

E Scottish Examination Board

(representatives selected as for C.C.C.)

Responsibilities include the following:

1 to provide national examinations for secondary pupils at Standard and at Higher Grade levels.
2 to devise national test materials for primary pupils.

The Scottish Office Education Department, amongst its other responsibilities, retains the right to:

1 provide policy guidelines on curriculum and examination arrangements for Scottish schools
2 arrange inspections of schools by Her Majesty's Inspectors
3 set limits on revenue and capital expenditure by local authorities
4 allocate funding to schools which opt out of local authority control.

Decentralisation and delegation

Strathclyde Region, being a large local authority (400,000 pupils and 27,000 teachers) has, for operational purposes, decentralised its day-to-day responsibilities to six divisions. A relatively small headquarters' organisation controls the operation of the education service throughout the whole region.

Role of Regional Headquarters

Headquarters retains the responsibility for policy-making within national guidelines, quality assurance, budgetary preparation and monitoring and evaluating policies and standards. Regular reports are made to elected members.

Divisions

At divisional level all regional services are represented by a department headed by a Divisional Officer. Thus, the Finance Department at division pays salaries on instruction from the Divisional Education Officer. The Legal Department is available to offer advice and so on.

The Divisional Education Officer has responsibility for all schools in the division – pre-school, primary, special and secondary. His/her powers are clearly specified in a Scheme of Delegation.

Schools

Individual schools have a School Board comprising elected representatives of parents, teachers and two or three co-opted members. They are responsible for a number of executive and advisory functions.

A secondary school, depending on size, has a headteacher, a deputy head and up to five assistant heads. Primary schools have a headteacher and, again related to school roll, may have a deputy and, in larger schools, one or two assistant heads. The senior promoted staff in both cases form the Board of Studies or Senior Management Team.

Other promoted posts in secondary schools include principal teachers (heads of department) and assistant principal teachers. Further promoted posts at senior teacher level are available in both primary and secondary schools.

The headteacher has a series of delegated powers and controls about 85 per cent of the school budget, including teacher salaries. (Accounts are maintained by the school; cash is handled at the Divisional Office). The Regional Headquarters establishes minimum standards, including a staffing establishment. Within these constraints the budget may be allocated to suit the needs of the school. Savings made in one area, within prescribed limits, can be transferred to another.

The process which headteachers must adopt in managing their schools is one of collaboration. For example, in allocating resources to the different subject departments a committee may be established comprising, say, two teachers nominated by the headteacher and three others nominated by the staff. They make a recommendation to the headteacher who then obtains the approval of the School Board. If members of the Board are unhappy they will meet with the committee to discuss the problem.

Staff appointments

As part of the on-going process of decentralisation the authority for the appointment of staff, both promoted and unpromoted, is gradually being transferred from division to school. When the school has a vacancy for a teacher applications are invited and the head, assisted by one or two members of the promoted staff, of both sexes, picks out up to four

applicants for interview. One is selected for appointment and a recommendation is sent to the D.E.O. who then issues the letter of appointment and arranges for salary assessment to be made. For first appointments the teacher's record is opened by the divisional office.

When a promoted post falls to be filled, a job description is prepared and applications are invited following public advertisement. If the post is that of Head of Science the headteacher and the Head of Science from an adjacent school, assisted by a representative of the D.E.O., select those for interview and then for appointment. If the vacant post is that of an assistant or deputy head the appointment panel will comprise two members from the School Board, the headteacher, one teacher of the same rank from another school and a representative of the D.E.O.

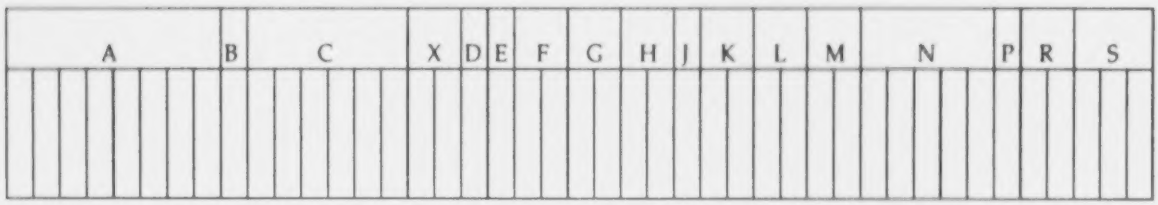
When a school roll falls and a teacher is found to be surplus to requirements a transfer will be arranged. If no volunteer from within the school comes forward, the teacher with the shortest period of continuous service will be nominated for transfer. Following detailed consultation with the trade union the teacher will be matched with vacancies in other schools in the division, taking account of the teacher's wishes as far as possible.

Conclusion

The trend in educational administration in Scotland is firmly directed towards providing services controlled at as local a level as is possible – basically at school level. It is likely that at some date in the not too distant future headteachers will be delegated further responsibilities to purchase, from an increased school budget, in-service training, tutorial services, and any other external assistance they judge necessary.

As a result, the role of central administation will become increasingly restricted, limited to matters such as policy-making, financial provision, quality assurance, curriculum structure and examinations.

Appendix B
Teacher's Record Card (Side 1)



Marital status

Nationality

Correspondence Address

ACADEMIC QUALIFICATIONS

	Type	Institution	Date
Diploma			
First Degree			
Other Degrees			

TEACHER TRAINING QUALIFICATIONS	Type	Institutions	Date
(a)			
(b)			
(c)			

TEACHING DEPLOYMENT

Primary	Yes/No
Secondary	Yes/No
If Secondary	Main Subjects
	Other Subjects

SALARY AND ALLOWANCES

Salary Scale	Point on Scale	
Responsibility Allowance	Other Allowances	
Loans	Sum Advanced	Date

RESIGNATION/RETIREMENT

Date of Leaving Service

Reason for leaving

110

Teacher's Record Card (Side 2)

Teacher's Name:

Year	School	Post Held	From	To	Remarks	Authority	Signature

Appendix C
A Sample Code of Conduct for Teachers

The following material has been compiled from Codes of Conduct in use in a number of African countries. It is not exhaustive but the clauses reproduced below are provided to illustrate the range of matters which may be covered by this type of regulation.

All members of the teaching staff are expected to abide by the following general guidelines:

1 Teachers shall set good examples to their students particularly in their dress, in their manners, in their speech and in the way they perform their duties.
2 Teachers must try continually to improve their standard of work and ability by furthering their studies, using all available sources of professional development and support.
3 Teachers shall not bring shame or dishonour to their persons or to the profession.
4 Teachers will work conscientiously and with diligence, honesty and regularity in order to produce efficiency.
5 Teachers will take an active part in all school activities, both in and out of school.
6 A teacher shall have no carnal knowledge of any person he/she knows to be a pupil of a school or be involved in any indecent relationship with such a person.
7 During school hours teachers shall not partake of alcoholic beverages. They shall not smoke in the classroom or in any student assembly.
8 On no acount shall teachers use their position to further their political aspirations or spread the ideology of any polical party.
9 It is unethical for teachers to conduct classes for their students outside school hours for a fee.
10 Teachers will live within their means to avoid financial embarrassment
11 Teachers must agree to serve according to the conditions of service laid down in the Teaching Service Regulations.

Infringement of any article of the Code of Conduct shall incur punishment.

QUALITY IN BASIC EDUCATION

The Commonwealth Secretariat Education Programme publishes studies and practical handbooks which suggest ways for improving the quality of basic education. The series concentrates on professional development and support for teachers. Recent titles include:

Background

Improving the Quality of Basic Education Through Curriculum Development and Reform (1991), Kazim Bacchus.

Improving the Quality of Education: A Case Study of Curriculum Innovation in Malaysia (1991), A A Aziz et al.

Aid and Education for All (EFA) (1991), Kenneth King.

Review of Selected International Development Programmes in Basic Education (1991), Jasbir Sarjit Singh.

Initial Teacher Training

Approaches to Teacher Education: Initial Teacher Training (1991), Beatrice Avalos.

Teacher Management and Support

Headteacher Management Training and the Development of Support Materials (1991), Bob McNie, Richard White and Jim Wright.

Training and Professional Support for Headship in Africa (1991), Alex Dadey and Clive Harber.

Personnel Information Records and Management Procedures in the National Education System (1989), Ian G Halliday.

Decentralising the Education System (1991), Keir Bloomer.

Good Registry Practices (1991), Ian G Halliday.

Teacher Morale and Motivation in Sub-Saharan Africa: Making Practical Improvements (ComSec/DAE 1994), Ben Makau and Carol Coombe.

Teacher Management and Professional Support: Dar es Salaam Colloquium, Tanzania, October 1993 (ComSec/DAE, 1993).

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